Calendar No. 1506

84TH CONGRESS, 2d Session } SENATE { REPORT No. 1480

AMENDING THE ACT ENTITLED "AN ACT TO ESTABLISH CIVIL AIR PATROL AS A CIVILIAN AUXILIARY OF THE UNITED STATES AIR FORCE AND TO AUTHORIZE THE SECRETARY OF THE AIR FORCE TO EXTEND AID TO CIVIL AIR PATROL IN THE FULFILLMENT OF ITS OBJECTIVES, AND FOR OTHER PURPOSES"

FEBRUARY 16, 1956.—Ordered to be printed

Mr. ERVIN, from the Committee on Armed Services, submitted the following

REPORT

[To accompany S. 1135]

The Committee on Armed Services, to whom was referred the bill (S. 1135) to amend the act entitled "An act to establish Civil Air Patrol as a civilian auxiliary of the United States Air Force and to authorize the Secretary of the Air Force to extend aid to Civil Air Patrol in the fulfillment of its objectives, and for other purposes," having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE BILL

The purpose of this bill is to extend the benefits of the Federal Employees Compensation Act to senior members of the Civil Air Patrol who are injured or disabled, and to the survivors of those who are killed, while engaged in activities authorized by the Air Force for the benefit of the United States. Eligibility for benefits under this bill would be made retroactive to the organization of the Civil Air Patrol in 1941, but payments based on entitlement to FECA benefits would be authorized only after the date of enactment of this bill. No retroactive payments are authorized.

BRIEF HISTORY OF CIVIL AIR PATROL

Beginning in 1941 as a volunteer group of citizens who wanted to do their part in the defense of our country, the Civil Air Patrol

rendered valuable assistance to our Government during World War II. Civil Air Patrol pilots flew approximately 50 million miles on missions for our military forces, approximately half of which were over the Atlantic Ocean and the Gulf of Mexico in antisubmarine patrol. During the war, a total of 56 Civil Air Patrol members lost their lives, 26 of them while engaged in hazardous antisubmarine missions.

After the war, members of the Civil Air Patrol petitioned Congress for incorporation, which was granted by Public Law 476 of the 79th Congress. Public Law 557 of the 80th Congress recognized the Civil Air Patrol as a civilian auxiliary of the United States Air Force. Under this law, the Secretary of the Air Force is authorized to accept and to utilize the services of the Civil Air Patrol in fulfillment of the noncombatant mission of the Air Force. Services so accepted and utilized by the Air Force are referred to as Air Force-authorized missions.

During 1954, Civil Air Patrol pilots flew a total of 357 Air Force-authorized missions, employing over 31,000 members and utilizing nearly 6,000 aircraft, for a total of over 21,000 flying hours. Of this total number of missions, 110 were actual search-and-rescue missions for missing military aircraft.

GOVERNMENT ASSISTANCE TO CAP

The Air Force makes available to the Civil Air Patrol light liaison-type aircraft that are excess to the requirements of the Armed Forces, and the Air Force also furnishes the necessary fuel and lubricants for the performance by Civil Air Patrol of Air Force-authorized missions. Members of the Civil Air Patrol do not receive pay from the Government for their services. The Air Force does assume responsibility for personal injuries to third persons and for damage to their property when such damage is caused by Civil Air Patrol personnel in the performance of Air Force-authorized missions. Civil Air Patrol senior members who are injured during such missions may be hospitalized and treated at Air Force hospitals. However, if any Civil Air Patrol members are permanently injured or killed during these missions, no compensation is granted to the disabled members or to the survivors of those who die.

COST OF THE LEGISLATION

It is difficult to furnish an accurate estimate of future costs of this bill. As was mentioned earlier in this report, eligibility for payments would be retroactive to 1941, but actual payments would be authorized only for the period after enactment of this bill.

The claimants and possible claimants under this bill can be grouped broadly into four categories: (1) Survivors of Civil Air Patrol members killed during World War II; (2) survivors of Civil Air Patrol members killed during the period from World War II to the date of enactment; (3) survivors of Civil Air Patrol members killed after date of enactment of this bill; and (4) Civil Air Patrol members who are incapacitated by injuries received while performing Air Force-authorized missions.

The committee was furnished with estimated cost tables based on information available. The cost of categories (1) and (2), above, decreases annually because payments to widows terminate upon their

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death or remarriage, and payments to children terminate upon their reaching the age of 18. The estimated cost of the bill for 1956 is $92,385, while the estimated cost for 1970 is $147,600. At some future date the cost will reach a peak, and the number of additional beneficiaries each year will equal the number who become ineligible because of death, remarriage, or children having reached the age of 18. The Department of Defense estimates the cost of the program at this peak will be approximately $175,000 per year.

It should be emphasized that these estimates are based on certain assumptions such as the ages of widows of Civil Air Patrol pilots who are killed, the number of children, the number of widows who would remarry within 5 years after the deaths of their husbands, and the life expectancy of survivors.

PRECEDENT FOR THE BILL

The act of August 4, 1949 (14 U. S. C. 832), extends to members of the Coast Guard Auxiliary who are physically injured or who die as a result of physical injury incurred while performing any specific duty to which they have been assigned by competent Coast Guard authority, the same benefits provided for temporary members of the Coast Guard Reserve who suffer physical injury or death resulting from physical injury incurred incident to service. Section 760 of title 14, United States Code, extends to temporary members of the Coast Guard Reserve who are injured or killed in the performance of active duty the provisions of law authorizing compensation for employees of the United States suffering injuries while in the performance of their duties. It appears that members of the Coast Guard Auxiliary perform service for the Coast Guard comparable to that which members of the Civil Air Patrol perform for the Air Force.

LIMITATION ON ESTABLISHMENT OF ELIGIBILITY

The bill provides that with respect to services rendered prior to enactment of this legislation, the term "performance of duty" as used in the Federal Employees Compensation Act shall mean only—

active service, and travel to and from such service, rendered in performance or support of operational missions of the Civil Air Patrol, under direction of the Office of Civil Defense, the Department of the Army (War), including the Army Air Forces, or the Department of the Air Force.

For services rendered on or subsequent to the date of enactment of this bill, the term "performance of duty" is limited to—

active service, and travel to and from such service, rendered in performance or support of operational missions of the Civil Air Patrol, under direction of the Department of the Air Force and *under written authorization by competent authority covering a specific assignment and prescribing a time limit for such assignment.*

The activities to which this legislation will apply are Air Force-authorized missions only, and only senior members of the Civil Air Patrol will be granted the protection of the Federal Employees Compensation Act. The missions to be covered are performed upon specific request of the Air Force. The committee has been advised that the exact beginning and ending of any such mission is accurately recorded. The committee inquired carefully into the mechanics of issuing the "written authorization by competent authority covering

a specific assignment and prescribing a time limit for such assignment." The following excerpt of testimony from page 30 of the hearings is quoted as a matter of interest.

* * * The Air Force-authorized mission is initiated by verbal request. They don't have time for written orders. When an airplane is down, Air Rescue Service calls the nearest CAP wing commander. That may be at 2 o'clock in the morning. That time is noted by the Air Rescue officials.

Then as soon as they can thereafter, they confirm that verbal request by written authorization which is transmitted to the Civil Air Patrol, confirming the previous verbal request. That is the formal request.

Then when Air Rescue Service determines that the mission shall terminate, they so notify the Civil Air Patrol wing commander, and as of that time the active service of Civil Air Patrol members then terminates. It is only within that period from the time of notification to the time of termination as determined by the Air Rescue Service commander that we refer to the Air Force-authorized mission.

And it has been stated, there is a report submitted thereafter by the wing commander, which is sent to the Air Rescue Service and verified by them.

In other words, during the entire authorized mission, the Civil Air Patrol unit involved is directly under the control of the Air Force Air Rescue Service, and performing the identical service which they themselves would perform.

ANALYSIS OF AIR FORCE-AUTHORIZED MISSIONS IN TYPICAL YEAR

For the purpose of illustration, there follows a breakdown of the types of missions performed by the Civil Air Patrol for the Air Force during 1954:

CAP flew 110 actual search-and-rescue Air Force-authorized missions, employing 9,062 members and utilizing 2,221 aircraft, for a total of 10,671 flying hours.

CAP flew 54 search-and-rescue training missions upon request of Air Rescue Service, employing 13,876 members and utilizing 1,793 aircraft, for a total of 5,258 flying hours.

CAP flew 161 missions, employing 5,429 members and utilizing 1,542 aircraft, for a total of 4,486 flying hours, for the Ground Observer Corps.

CAP flew 20 aircraft-wreckage-marking missions, employing 1,689 members and utilizing 222 aircraft, for a total of 712 flying hours, for Air Rescue Service.

CAP flew 11 Air Force-authorized missions, employing 1,735 members and utilizing 204 aircraft, for a total of 455 flying hours, for Civil Defense.

CAP membership totaled 86,507 members (36,953 senior members, of whom 12,756 were pilots, and 49,554 cadets).

CAP had available 536 aircraft on loan from the Air Force and at least 10 times this number available from other sources.

AMOUNT OF BENEFITS AUTHORIZED

Since Civil Air Patrol members are not paid for their services, including those rendered on Air Force-authorized missions, some monthly pay must be assumed as a basis for computing the amount of disability or death benefits that will be paid if the bill is enacted. A monthly wage of $300 has been proposed for this purpose. The amount of benefits that will accrue to beneficiaries based upon this assumed monthly pay of $300 is as follows:

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Fatal:	
Widow without children	45 percent or $135 per month.
Widow with 1 child	40 percent plus 15 percent or $165 per month.
Widow with 2 children	40 percent plus 30 percent or $210 per month.
Widow with 3 or more children.	40 percent plus 35 percent or $225 per month.
Total incapacity	⅗ or ¾ depending upon whether there are dependents, or $200 or $225 per month.
Partial incapacity	A percentage based upon the extent of incapacity. If the disability is partial, the disabled member of the Civil Air Patrol would be paid a monthly compensation equal to ⅗ or ¾ of the difference between his assumed monthly pay of $300 and his monthly wage-earning capacity after the beginning of the partial disability. Under the Federal Employee's Compensation Act as amended, a partially disabled CAP member may be required to report his earnings for the purpose of calculating the amount of compensation to be paid for his partial disability. Forfeiture provisions are included in the event that the person concerned fails to make such report when required, or if the person knowingly omits or understates any part of his earnings or remuneration.

HISTORY OF PRIVATE LEGISLATION TO ACCOMPLISH THIS PURPOSE

S. 377 of the 81st Congress would have authorized a payment of $10,000 to a Civil Air Patrol member as compensation for loss of earnings and for expenses incurred as a result of personal injuries sustained in an aircraft crash. This private bill was approved by both Houses, but vetoed by the President. A significant part of the veto message is quoted below:

> If, in a substantial number of cases, existing law does not afford them (Civil Air Patrol members who were injured and survivors of Civil Air Patrol members who were killed during World War II) justice, they ought not to be required to come to Congress as petitioners to seek individual relief by the hazardous process of private legislation, but ought to be able to look to legislation, *general in terms*, under which they would be entitled as of right to just compensation upon terms equally applicable to all those similarly circumstanced. In the second place, a system of periodical benefits, as in the case of persons injured or killed in the military service *or in civilian Government employment*, has been found to be more beneficial in the long run to persons involved, and socially more desirable, than the method of lump-sum payment here employed.

BENEFITS FLOWING TO GOVERNMENT

An obvious question is what advantages accrue to the Government from the performance of Air Force-authorized missions by the Civil Air Patrol. The slow-flying Civil Air Patrol aircraft are more suitable to search-and-rescue missions than are the faster military aircraft. The lighter CAP aircraft are operated at a cost that is lower than comparable Air Force aircraft. The services of CAP personnel are voluntary and include the primary use of privately owned aircraft. Thus, to the extent that the Civil Air Patrol may be used in substitution for active-duty personnel, the Air Force is required to utilize less personnel and less equipment.

SECTIONAL ANALYSIS

Section 1 amends the act of May 26, 1948 (62 Stat. 274), establishing the Civil Air Patrol by adding thereto new sections 3 and 4, for the purpose of providing disability benefits for members of the Civil Air Patrol who have incurred injuries or disabilities, including those resulting in death, while on active service in the performance or support of operational missions of the Civil Air Patrol.

Section 3 (a) would provide that members of the Civil Air Patrol, except Civil Air Patrol cadets, shall, for the purpose of the administration of the Federal Employees' Compensation Act, be deemed to be civilian employees of the United States.

Section 3 (b) would provide that in the administration of the Federal Employees' Compensation Act the monthly pay of such members for the purpose of computing compensation for disability or death shall be deemed to be $300, and that the term "performance of duty" shall mean only active service rendered in performance or support of operational missions of the Civil Air Patrol.

Section 3 (c) would provide that the Secretary of the Air Force or his designee shall advise, if so requested, the Secretary of Labor concerning the facts with respect to claims filed with the Secretary of Labor.

Section 3 (d) makes the provisions of the new section 3 applicable as of May 20, 1941; however, no benefits would accrue or be payable in any case for any period prior to the date of this act, except medical or other expenses as authorized by sections 9 and 11 of the Federal Employees' Compensation Act. This subsection terminates the entitlement to benefits now being extended to members of the Civil Air Patrol and their dependents, coincident with the enactment of this act.

Section 4 would specify that the act does not confer military or veteran status upon any person.

DEPARTMENTAL RECOMMENDATIONS

This proposal is part of the Department of Defense legislative program and the Bureau of the Budget has no objection to the consideration of the bill. A letter from the Secretary of the Air Force requesting introduction of the legislation is printed below and hereby made a part of this report.

There is also printed below a letter from the Director of the Bureau of Employees' Compensation, Department of Labor, which contains information concerning how this authority would be administered with respect to the Civil Air Patrol beneficiaries now carried on the civilian war benefits roll.

DEPARTMENT OF THE AIR FORCE,
Washington, February 4, 1955.

Hon. RICHARD M. NIXON,
President of the Senate.

DEAR MR. PRESIDENT: There are forwarded herewith a draft of legislation to amend the act entitled "An act to establish Civil Air Patrol as a civilian auxiliary of the United States Air Force and to authorize the Secretary of the Air Force to extend aid to Civil Air Patrol in the fulfillment of its objectives, and for other purposes," and a sectional analysis thereof.

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This proposal is part of the Department of Defense legislative program for 1955 and the Bureau of the Budget has advised that there would be no objection to the presentation of this proposal for the consideration of the Congress. The Department of the Air Force has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

PURPOSE OF THE LEGISLATION

This legislative proposal would amend the act of May 26, 1948 (62 Stat. 274) establishing a Civil Air Patrol. It would provide disability benefits for volunteer civilian members of the Civil Air Patrol, other than Civil Air Patrol cadets, who have incurred injuries or disabilities including those resulting in death, while on active service in the performance or support of operational missions of the Civil Air Patrol, by extending to them the benefits of the Federal Employees' Compensation Act.

The benefits of the proposed bill are appropriately restricted. The term "performance of duty" for service rendered prior to the date of enactment of the proposal is specifically limited to "active service, and travel to and from such service, rendered in performance or support of operational missions of the Civil Air Patrol, under direction of the Office of Civilian Defense, the Department of the Army (War), including the Army Air Forces, or the Department of the Air Force."

For service rendered on or subsequent to the date of enactment of the proposed bill, the term "performance of duty" is specifically limited to "active service, and travel to and from such service, rendered in performance or support of operational missions of the Civil Air Patrol, under direction of the Department of the Air Force, and under written authorization by competent authority covering a specific assignment and prescribing a time limit for such assignment."

During World War II, members of the Civil Air Patrol, under the direction of the Commanding General, Army Air Forces, performed invaluable services in the accomplishment of coastal patrol, liaison patrol, military courier service, and tow target and tracking duties for antiaircraft gunnery training. Civil Air Patrol operation during that period is illustrated by the fact that, incident to coastal patrol activities, nearly a quarter-million hours were flown; 363 survivors were reported; 91 vessels were reported in distress; and 173 submarines were located and reported. Apart from the payment of expenses for the use of privately owned aircraft and a small subsistence allowance, no emoluments were received by individuals for their services as active members of the Civil Air Patrol.

The proposed bill specifically provides that nothing contained therein shall be construed to confer military or veteran status upon any person.

LEGISLATIVE REFERENCES

This proposal was submitted to the 83d Congress on January 5, 1953, as part of the Department of Defense legislative program for 1953. It was introduced in the House of Representatives as H. R. 2275 on January 29, 1953, and in the Senate as S. 2279 on July 2, 1953.

COST AND BUDGET DATA

This proposal would cause no increase in budgetary requirements for the Department of Defense.

Sincerely yours,

H. E. TALBOTT.

DEPARTMENT OF LABOR,
BUREAU OF EMPLOYEES' COMPENSATION,
Washington 25, D. C., August 1, 1955.

Hon. SAMUEL J. ERVIN, Jr.,
United States Senate, Washington, D. C.

DEAR SENATOR ERVIN: This refers to your interest in S. 1135, known as the Civil Air Patrol compensation bill, and your request for information concerning the procedure for transferring beneficiaries under the bill from the civilian war benefits rolls to the death and disability compensation rolls under the Federal Employees' Compensation Act.

With respect to Civil Air Patrol beneficiaries now carried on the civilian war benefits rolls, it would appear that there is sufficient information in the individual case files to show that the members in question were on an official mission under the direction of the Office of Civil Defense and the Department of the Army (War, including the Army Air Force) and that payment of such cases could be processed on the present records in the event of the enactment of S. 1135.

The procedure for the adjustment of the claims which have arisen since April 20, 1945, which was the termination date for eligibility under the civilian war benefits program, is to require in each case a certification from an authorized representative of the Air Force that the injured or deceased was (1) a member of the Civil Air Patrol, (2) his mission was authorized by the Air Force, and (3) he was engaged on such authorized mission at the time of his injury or death. In addition, the Air Force will be required to furnish the injury or death forms specified under the regulations administered by the Bureau of Employees' Compensation, United States Department of Labor, governing the administration of the Federal Employees' Compensation Act and specified in the Code of Federal Regulations, Title 20—Employees' Compensation.

It is understood that this required information is a matter of record at National Headquarters, Civil Air Patrol, pursuant to applicable Air Force and Civil Air Patrol regulations.

Very truly yours,

WM. MCCAULEY, *Director.*

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Calendar No. 1507

84TH CONGRESS, 2d Session | SENATE | REPORT No. 1481

AUTHORIZING THE SECRETARY OF THE ARMY TO GIVE 25 WORLD WAR II PAINTINGS TO THE GOVERNMENT OF NEW ZEALAND

FEBRUARY 16, 1956.—Ordered to be printed

Mr. SALTONSTALL, from the Committee on Armed Services, submitted the following

REPORT

[To accompany H. R. 8101]

The Committee on Armed Services, to whom was referred the bill (H. R. 8101) to authorize the Secretary of the Army to give 25 World War II paintings to the Government of New Zealand, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE LEGISLATION

This proposed legislation would authorize the Secretary of the Army to transfer to the Government of New Zealand, without compensation therefor, 25 German war paintings depicting New Zealand troops in World War II. The proposal would not authorize the expenditure of any funds of the United States to defray any costs of transportation or handling incident to the proposed transfer of the paintings to the New Zealand Government.

BACKGROUND OF THE BILL

The New Zealand Government has requested the 25 paintings for inclusion in its War Histories Branch, Department of Internal Affairs. These paintings consist of watercolors and other drawings executed by German artists during World War II which depict campaigns in Africa, Crete, and Italy in which New Zealand troops participated. The paintings, which have an estimated total value of $3,525, are now the property of the United States and are in the custody of the Department of the Army. These paintings are not on exhibit and are not framed. They are stored in map cases in the Office of the Chief of Military History, Department of the Army.

EXISTING LAW

Although the Secretary of the Army has authority under the act of June 5, 1920 (41 Stat. 949), as amended (10 U. S. C. 1262), to sell certain items to foreign governments, no express authority exists for donation of such items to foreign governments.

FISCAL DATA

Enactment into law of this bill will not involve the expenditure of any Federal funds.

DEPARTMENTAL DATA

The proposal embodied in H. R. 8101 is part of the legislative program of the Department of Defense for the 84th Congress as is evidenced by the letter dated November 8, 1955, from Secretary of the Army Wilber M. Brucker which is set out below and made a part of this report. The Bureau of the Budget has advised that there is no objection to the measure.

DEPARTMENT OF THE ARMY,
Washington, D. C., November 8, 1955.

Hon. RICHARD M. NIXON,
President of the Senate.

DEAR MR. PRESIDENT: There is forwarded herewith a draft of legislation to authorize the Secretary of the Army to give 25 World War II paintings to the Government of New Zealand.

This proposal is a part of the Department of Defense legislative program for 1956 and the Bureau of the Budget has advised that there is no objection to the presentation of this proposal for the consideration of the Congress. The Department of the Army has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

PURPOSE OF THE LEGISLATION

This proposed legislation would authorize the Secretary of the Army to transfer to the Government of New Zealand, without compensation therefor, 25 German war paintings depicting New Zealand troops in World War II. The proposal would not authorize the expenditure of any funds of the United States to defray any costs of transportation or handling incident to the proposed transfer of the paintings to the New Zealand Government.

The New Zealand Government has requested the 25 paintings for inclusion in its War Histories Branch, Department of Internal Affairs. These paintings consist of watercolors and other drawings executed by German artists during World War II which depict campaigns in Africa, Crete, and Italy in which New Zealand troops participated. The paintings are now the property of the United States and are in the custody of the Department of the Army. These paintings are not on exhibit and are not even framed. They are stored in map cases in the Office of the Chief of Military History, Department of the Army.

Although the Secretary of the Army has authority under the act of June 5, 1920 (41 Stat. 949), as amended (10 U. S. C. 1262), to sell certain items to foreign governments, no expressed authority exists to permit the outright donation of such items to foreign governments.

COST AND BUDGET DATA

Enactment of the proposed legislation will have no fiscal effect. The paintings in which the New Zealand Government is interested became the property of the United States as trophies of war and have an estimated total value of $3,525.

Sincerely yours,

WILBER M. BRUCKER,
Secretary of the Army.

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Union Calendar No. 1508

84TH CONGRESS, 2d Session } SENATE { REPORT No. 1482

RELEASING CERTAIN RESTRICTIONS ON CERTAIN REAL PROPERTY HERETOFORE GRANTED TO THE CITY OF CHARLESTON, S. C., BY THE UNITED STATES OF AMERICA

FEBRUARY 16, 1956.—Ordered to be printed

Mr. STENNIS, from the Committee on Armed Services, submitted

REPORT

[To accompany H. R. 2430]

The Committee on Armed Services, to whom was referred the bill (H. R. 2430) to release certain restrictions on certain real property heretofore granted to the city of Charleston, S. C., by the United States of America, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

AMENDMENTS TO THE BILL

The amendments are as follows:

On page 2, lines 3, 4, and 5, strike out—

the Secretary of the Army is hereby authorized and directed, upon payment by the city of Charleston, South Carolina, of $500,000,

and insert in lieu thereof the following:

the Secretary of the Army is hereby authorized, in exchange for a minimum four-hundred-and-seventy-foot extension at the north end of the existing one-thousand-foot reinforced concrete wharf of the Charleston Transportation Depot, and the installation on the extension of rail trackage with necessary adjustments to connect with the rail trackage of the existing wharf, to be constructed by the said city of Charleston, South Carolina, or its lessee, the West Virginia Pulp and Paper Company, in accordance with plans and specifications approved by the Secretary of the Army

On page 2, beginning with line 11, strike out the remainder of the bill, and insert in lieu thereof the following:

Beginning at a point in the west harbor line of the Cooper River (which point is south 41 degrees 31 minutes 30 seconds west a distance of 13.2 feet from the southermost corner of the concrete dock, formerly the dock of the Charleston Quartermaster Intermediate Depot, and which point is the terminal point of the fourteenth call in the deed dated February 24, 1950, from the City Council of Charleston to West Virginia Pulp and Paper Company); thence north 48 degrees 28 minutes 30 seconds west 2,999.27 feet, along lands of the West Virginia Pulp and Paper Company to a point which is distant 11.42 feet north 68 degrees 33 minutes east from an iron pipe; thence north 69 degrees 00 minutes east a distance of 104.71 feet to a point common to this tract, lands leased by the city of Charleston to the North Carolina Terminal Company, and lands of the South Carolina State Ports Authority; thence along lands of the South Carolina State Ports Authority north 86 degrees 45 minutes 50 seconds east 15.58 feet, north 88 degrees 32 minutes 20 seconds east 50.00 feet, south 87 degrees 23 minutes 40 seconds east 50.00 feet, south 82 degrees 42 minutes 40 seconds east 50.00 feet, south 76 degrees 46 minutes 40 seconds east 50.00 feet, south 70 degrees 20 minutes 40 seconds east 50.00 feet, south 64 degrees 09 minutes 40 seconds east 50.00 feet, south 30 degrees 44 minutes 40 seconds east 24.55 feet, north 86 degrees 54 minutes 06 seconds east 374.48 feet, south 48 degrees 27 minutes 10 seconds east 899.77 feet, south 41 degrees 32 minutes 50 seconds west 25.00 feet, south 48 degrees 27 minutes 10 seconds east 1,494.83 feet to a point on the eastern edge of the concrete dock; thence along the eastern edge of the concrete dock south 41 degrees 31 minutes 30 seconds west approximately 483.0 feet to the point of beginning and containing 30.75 acres, more or less.

PURPOSE OF THE BILL

The purpose of H. R. 2430 is to release certain restrictions and conditions required by section 2 of the act of May 27, 1936 (49 Stat. 1387), which prohibits the city of Charleston from transferring title to approximately 31 acres of property conveyed to it under that act and reserves the right to the United States to retake such property under certain conditions.

EXPLANATION OF AMENDMENTS

The first amendment is designed to require that the city of Charleston make compensation for the rights which the United States is releasing, and to provide that the Department of the Army's mobilization requirement for port facilities in the Charleston area be insured. Under the bill as adopted by the House, the release of these rights would have been for a monetary consideration of $500,000, instead of dock extension and wharf reinforcement as provided by this amendment.

The second amendment is designed to render entirely clear the description of the property involved.

BACKGROUND OF THE BILL

In 1918, the War Department acquired approximately 1,514 acres in the city of Charleston, S. C., at a cost of $451,664.56 as a site for the Charleston Quartermaster Intermediate Depot. In 1923, approximately 596 acres of the area bordering the Cooper River and embracing port facilities connected with the depot were transferred to the Department of Commerce. Pursuant to the act of Congress approved

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May 27, 1936 (49 Stat. 1387), the Secretary of Commerce, on June 15, 1936, conveyed to the City Council of Charleston, S. C., by quitclaim deed, a portion of the Charleston Quartermaster Intermediate Depot, containing approximately 508 acres and improvements thereon, subject to the conditions required under section 2 of the act which reads as follows:

SEC. 2. The deed executed by the Secretary of Commerce shall include a provision prohibiting the city of Charleston from transferring the title to said property to any person, firm, or corporation and shall contain the express condition that in the event of a national emergency the property so conveyed, with all improvements placed thereon, may be taken upon order of the President by the United States for the use of the War Department during the period of such emergency.

Shortly after the conveyance, the city of Charleston leased substantially all the property so conveyed to the West Virginia Pulp & Paper Co. for a term of 50 years beginning June 19, 1936, at a rental of $1 per annum, with the privilege of renewal for an additional 50-year term.

RECAPTURE FOR WORLD WAR II

In 1941, approximately 223 acres of the original 508 acres conveyed to the city of Charleston in 1936, including the 32 acres described in H. R. 2430, were recaptured for use of the Charleston Port of Embarkation. The War Department rehabilitated the port facilities and constructed new facilities, at a cost of $4,130,000. When the property was returned to the city of Charleston on February 3, 1947, most of the improvements were left in place because their salvage value was negligible when compared with their potential utility to the Government in the event it should be necessary to recapture the port area during a national emergency occurring during the remaining life of the improvements.

PREVIOUS RELEASE OF RIGHTS

By act of Congress approved June 10, 1949 (63 Stat. 169), the Secretary of the Army was authorized to release the conditions contained in section 2 of the act of May 27, 1936, and the deed dated June 15, 1936, insofar as they pertain to approximately 279 acres which had not been recaptured or used by the United States during World War II. After the conditions were released by the Secretary of the Army by quitclaim deed on February 14, 1950, the property was conveyed in fee by the city of Charleston to the West Virginia Pulp & Paper Co. and is the site on which the company has constructed and expanded its plant facilities at a cost which it estimates to be approximately $40 million.

EFFECT OF RELEASE OF RIGHTS BY H. R. 2430

A Federal court recently held that the rights of the United States to recapture property, of which that described in H. R. 2430 is a part, provided little advantage to the United States. The decision of the court was that regardless of the language of the 1936 act, above referred to, and the deed executed pursuant to that act, the

United States was required to pay the West Virginia Pulp & Paper Co. for the Government's occupancy of the property during World War II.

BUDGET DATA—DEPARTMENTAL RECOMMENDATIONS

The Department of the Army states that the fiscal effect of this measure cannot be readily ascertained. There is set out below and hereby made a part of this report, a letter, dated January 11, 1956, from Secretary of the Army Brucker stating the agreement of the Department of the Army with H. R. 2430 as herein amended:

DEPARTMENT OF THE ARMY,
Washington, D. C., January 11, 1956.

Hon. RICHARD B. RUSSELL,
Chairman, Committee on Armed Services,
United States Senate.

DEAR MR. CHAIRMAN: Reference is made to your request to the Secretary of Defense for the views of the Department of Defense with respect to H. R. 2430, 84th Congress, an act to release certain restrictions on certain real property heretofore granted to the city of Charleston, S. C., by the United States of America. The Secretary of Defense has delegated to the Department of the Army the responsibility of expressing the views of the Department of Defense thereon.

The purpose of the act is indicated in its title. The Department of the Army, on behalf of the Department of Defense, would not be opposed to the enactment of this act if it is amended as hereinafter recommended.

In 1918, the War Department acquired approximately 1,513.82 acres of land in the city of Charleston, S. C., at a cost of $451,664.56 as a site for the establishment of the Charleston Quartermaster Intermediate Depot. In 1923, approximately 596.40 acres of the area bordering on the Cooper River and embracing the port facilities constructed in connection with the depot operations were transferred to the former Shipping Board, Department of Commerce. Pursuant to the act of Congress approved May 27, 1936 (49 Stat. 1387), the Secretary of Commerce, on June 15, 1936, conveyed to the City Council of Charleston, S. C., by quitclaim deed, a portion of the Charleston Quartermaster Intermediate Depot, S. C., containing approximately 507.532 acres and improvements thereon, subject to the conditions required under section 2 of the act which reads as follows:

> "SEC. 2. The deed executed by the Secretary of Commerce shall include a provision prohibiting the city of Charleston from transferring the title to said property to any person, firm, or corporation and shall contain the express condition that in the event of a national emergency the property so conveyed, with all improvements placed thereon, may be taken upon order of the President by the United States for the use of the War Department during the period of such emergency."

Shortly after the conveyance, the City Council of Charleston leased substantially all of the property so conveyed to the West Virginia Pulp & Paper Co. for a term of 50 years beginning June 19, 1936, at a rental of $1 per annum for the term, with the privilege of renewal for an additional 50-year term.

In 1941, approximately 223.38 acres of the land conveyed to the City Council of Charleston in 1936, including the lands described in H. R. 2430, were recaptured for use in connection with the establishment of the Charleston Port of Embarkation. The War Department rehabilitated the port facilities in the area and constructed new facilities, including a 10-mile railroad classification yard, at a cost totaling $4,130,000. When the property was returned to the City Council of Charleston on February 3, 1947, most of the improvements were left in place because their salvage value was negligible when compared with their potential utility to the Government in the event it should be necessary to recapture the port area during a national emergency occurring during the remaining life of the improvements. The continuing interest of the Government in this property was the subject of definitive contracts and leases entered into by the Government, the city council, and the city's lessee, the West Virginia Pulp & Paper Co. and the company's lessee, the South Carolina State Ports Authority, at the time the property was returned to the city.

The matter of releasing some or all of the restrictions and conditions of the 1936 conveyance, insofar as they affected portions of the land conveyed, has been the subject of legislation on two occasions since the property was returned to the

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city in 1947. By act of Congress approved June 10, 1949 (63 Stat. 169), the Secretary of the Army was authorized to release the conditions contained in section 2 of the act of May 27, 1936, and the deed dated June 15, 1936, insofar as they pertain to 278.96 acres which had not been recaptured or used by the United States during World War II. Only minor Government-owned improvements were located within this area and it had been under lease to the West Virginia Pulp & Paper Co. continuously since 1936. After the conditions were released by the Secretary of the Army by quitclaim deed on February 14, 1950, the property was conveyed in fee by the city council of Charleston to the West Virginia Pulp & Paper Co. and is the site on which the company has constructed and expanded its plant facilities at a cost which it estimates to be approximately $40 million. The act of Congress approved July 14, 1953 (67 Stat. 148), provided that the conditions of the act of May 27, 1936, and the deed made pursuant thereto, which prohibited the city of Charleston from transferring the title to the property conveyed thereunder, shall not be deemed applicable to the conveyance of approximately 180 acres, comprising a dock and warehouse site adjacent to the land described in H. R. 2430, to the South Carolina State Ports Authority, an agency of the State of South Carolina. This act did not affect the right of the United States to recapture the 180 acres in the event of need therefor during a national emergency.

The Department of the Army has a firm mobilization requirement for the port facilities which were developed as the Charleston Port of Embarkation during World War II. The land described in H. R. 2430 embraces an area of approximately 30.75 acres, on which warehouses A and B are located. The property adjoins that portion of the approximately 278.92 acres belonging to the West Virginia Pulp & Paper Co. on which it has concentrated its plant facilities and it is understood that company engineers have advised the siting of a third paper machine, which the company proposes to construct at a cost estimated to be between $12 million and $15 million, on the site now occupied by warehouse A. While this Department appreciates the company's desire to integrate the new installation with existing facilities in the most economical manner, the Department of the Army cannot, in view of its mobilization needs in this area, agree to any action which could impair the mobilization potential represented in the port facilities at the Charleston Port of Embarkation. The provision in H. R. 2430 for the payment of $500,000 in consideration of the relinquishment of the Government's right to retake the property in the event of an emergency does not protect the interest of this Department.

The Department of the Army is therefore opposed to the enactment of this legislation unless substitute docking facilities are constructed. Such facilities would relieve the impairment of the usefulness of the facility and maintain substantially the mobilization potential of this port. It is recommended that if the Congress favors the principle of the proposed legislation, the act be amended by deleting therefrom that portion appearing on page 2, lines 3 to 5, stating "the Secretary of the Army is hereby authorized and directed, upon payment by the city of Charleston, S. C., of $500,000," and substituting therefor the following:

> "the Secretary of the Army is hereby authorized, in exchange for a minimum four-hundred-seventy-foot extension at the north end of the existing one-thousand-foot reinforced concrete wharf of the Charleston Transportation Depot, and the installation on the extension of rail trackage with necessary adjustments to connect with the rail trackage of the existing wharf, to be constructed by the said city of Charleston, South Carolina, or its lessee, the West Virginia Pulp and Paper Company, in accordance with plans and specifications approved by the Secretary of the Army,".

The description in the act is considered inadequate, and it is therefore recommended that the inclosed description be substituted for it.

The fiscal effect of the enactment of this measure cannot be readily ascertained.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

WILBER M. BRUCKER, *Secretary of the Army.*

SUPPLEMENTAL DATA

The following is a copy of a memorandum of understanding agreed to by the Secretary of the Army, the city of Charleston, S. C., and

the West Virginia Pulp & Paper Co. indicating their understanding of the actions to be taken in the event this bill becomes law:

MEMORANDUM OF UNDERSTANDING FOR CONSTRUCTION OF DOCK IN CONSIDERATION OF RELEASE OF RECAPTURE RIGHTS

This memorandum, entered into this 13th day of January 1956 between the United States of America (hereinafter called the "Government") represented by the Secretary of the Army, and West Virginia Pulp & Paper Co., a corporation organized and existing under the laws of the State of Delaware, with its principal office and place of business in the city of New York, State of New York, and the City Council of Charleston, a municipal corporation of the State of South Carolina.

Witnesseth: That, whereas, the United States of America on the 15th day of June 1936 under and by virtue of authority granted by Congress (act of May 27, 1936) conveyed to the City Council of Charleston, a municipal corporation created and existing under the laws of the State of South Carolina, certain properties specifically described in a deed from the Secretary of Commerce, acting for the United States, which conveyance was upon the express conditions that the City Council of Charleston shall not transfer or convey title to any person, firm, or corporation and that in the event of a national emergency the property thereby conveyed with all improvements thereon may be taken upon order of the President of the United States for the use of the War Department during the period of such emergency, as required by section 2 of said act; and

Whereas on the 19th day of June 1936 the City Council of Charleston did execute unto West Virginia Pulp & Paper Co., a corporation duly organized and existing under the laws of the State of Delaware, a lease for the term of 50 years, together with the privilege of renewal for an additional period of 50 years over and to a large portion of the premises conveyed by said deed from the United States of America; and

Whereas legislation has been introduced in the Congress of the United States, and adopted by the House of Representatives, identified as H. R. 2430, 84th Congress, 1st session, to authorize and direct the Secretary of the Army, upon payment by the city of Charleston, S. C., of the sum of $500,000 to release to the city of Charleston, by appropriate written instrument, such restrictions and conditions so far as they pertain to the portion of the tract of land conveyed pursuant to act of May 27, 1936, designated as West Virginia Pulp & Paper Co. tract No. 12 and on which is located warehouses A and B and containing a total of 30.75 acres of land; and

Whereas, said sum of $500,000 to be paid to the United States for release of said restrictions is to be paid to the City Council of Charleston by West Virginia Pulp & Paper Co.; and

Whereas it is the desire of the Government to obtain substitute dock facilities to replace the facilities located on the land being released to the City Council of Charleston rather than accept a cash settlement and it is agreeable with the City Council of Charleston and West Virginia Pulp & Paper Co. to construct substitute dock facilities at a location designated by the Government:

Now, therefore, the understandings of the parties to this memorandum, subject to the enactment of appropriate legislation by the Congress of the United States, are as follows:

ARTICLE 1. *Obligations of West Virginia Pulp & Paper Co.*—(*a*) West Virginia Pulp & Paper Co. shall, at its sole expense through separate contract with a responsible construction company, construct a concrete dock, 46 feet in width and at least 470 feet in length, immediately north and connecting to the existing concrete dock of the Charleston Transportation Corps Depot, North Charleston, S. C. (commonly known as the ordnance dock), in conformity with the plans and specifications attached hereto as exhibit A and by this reference made a part hereof; and West Virginia Pulp & Paper Co. shall be responsible for all services (subject to the provisions of art. 3 (*b*) and (*c*) and art. 5), labor, materials, tools, and equipment necessary to perform the construction of said dock facilities.

(*b*) Upon receipt of written notice from the Government of the enactment of appropriate legislation, West Virginia Pulp & Paper Co. shall enter into the aforementioned construction contract with the work to commence within 30 days after receipt of said notice.

(*c*) At the time of delivery of the quitclaim deed or other appropriate written instrument provided for by article 3 (*a*), the company will (1) release the 2.83-acre area shown on exhibit B from the terms of its long-term lease from the City Council of Charleston and (2) cancel the sublease agreement (lease No. DA–09–133–eng.

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1114) between the company and the Government dated June 11, 1951, covering the 4.15-acre tract known as tract 2, part 2 of which the 2.83-acre area is a part.

(*d*) At the time of the performance by the City Council of Charleston of its obligations set forth in articles 2 (*c*) and 2 (*d*), the company will pay to the city the sum of $10,000.

ART. 2. *Obligations of the City Council of Charleston.*—(*a*) The City Council of Charleston authorizes the company to contract for the construction of the aforementioned dock facilities The company shall hold the city harmless from all liability or claims arising out of, or in connection with, the construction of the dock facilities.

(*b*) The City Council of Charleston shall simultaneously with the receipt of the appropriate instrument from the Government releasing the restrictions and conditions pertaining to the 30.75 acres of land known as West Virginia Pulp & Paper Co. tract No 12 on which is located warehouses A and B, convey by quitclaim deed unto the United States of America that certain tract of land containing approximately 2.83 acres and which tract of land is shown outlined in red on plat attached hereto as exhibit B and by this reference made a part hereof; such conveyance shall be subject to all existing easements, whether or not of record for roads, highways, and utility lines, including the easements referred to in subdivision d of this article.

(*c*) Upon receipt of release of restrictions pertaining to West Virginia Pulp & Paper Co. tract No. 12, outlined in red on exhibit C attached hereto and made a part hereof, the city shall convey by quitclaim deed fee title to said tract to West Virginia Pulp & Paper Co.

(*d*) Prior to or simultaneously with delivery of the deed contemplated by article 2 (*b*) the city will grant to the company a 100-foot easement or right-of-way for all existing pipes, wires, poles, and conduit owned by the company and located on the 2.83-acre tract (exhibit B), and which easement shall include the right to locate additional pipes, poles, wires, and conduit so as not to interfere with existing lines.

ART. 3. *Obligations of the Government.*—(*a*) Upon completion of the construction of the dock facilities and final acceptance thereof by the Government, the Government shall (1) through a quitclaim deed or other appropriate written instrument to the City Council of Charleston, release the restrictions contained in the conveyance dated June 15, 1936, insofar as said restrictions and conditions pertain to the 30.75 acres of land known as West Virginia Pulp & Paper Co. tract No. 12 on which are located warehouses A and B, and outlined in red on exhibit C attached hereto, and (2) as of the date of such conveyance, cancel lease No. DA–09–133–eng.–1114 referred to in article 1 (*c*).

(*b*) The Government will authorize—

(1) The use of a suitable area of land not less than 150 by 300 feet located adjacent to a Government railroad spur track near the work site, for fabrication of concrete piles and other purposes incidental to the construction of the dock.

(2) Temporary dismantling of a section of spur track and trestle at north end of existing dock to facilitate construction of new dock.

(*c*) The Government will provide switching of construction material and equipment delivered by rail from its switch point to the work site and return all empty cars to switch point during normal working hours at its regular charges.

ART. 4. *Ownership and conduct of the work.*—(*a*) The dock facilities constructed shall be the property of the Government.

(*b*) Construction operations will be conducted so as to cooperate fully with Government functions or work being performed at the installation. The Government will cooperate fully with the contractor to facilitate completion of work on schedule.

(*c*) All operations in connection with the construction shall be subject to such fire, safety, security, and other rules and regulations necessary for the protection of Government personnel and property as the commanding officer of the Charleston Transportation Corps Depot may from time to time prescribe.

ART. 5. *Inspection and acceptance.*—The Government shall have the right to inspect the construction work of dock facilities during its progress and to make final inspection upon completion thereof. Sample testing of materials such as sand, gravel, rock, and concrete used in the construction shall be performed at the expense of the construction contractor and the test data shall be furnished to the Government inspector for examination and review. Failure of the Government to object within 20 days after final inspection shall indicate satisfactory performance of the construction work.

ART. 6. *Expiration.*—This agreement shall automatically expire and become null and void April 1, 1956, unless notice contemplated by article 1(*b*) hereof has been given to West Virginia Pulp & Paper Co. or an extension of time is mutually agreeable with the parties hereto.

In witness whereof, the parties hereto, each acting by and through their authorized officers or representatives, have hereunto signed their names and affixed their seals as of the day and year first herein written.

CITY COUNCIL OF CHARLESTON,
By WILLIAM McG. MORRISON,
Mayor.

Attest:
A. J. TAMSBERG, *Clerk.*

WEST VIRGINIA PULP & PAPER CO.,
By JOHN D. COWAN,
Executive Vice President.

Attest:
E. NOBLES LOWE, *Secretary.*

UNITED STATES OF AMERICA,
By WILBUR M. BRUCKER
Secretary of the Army.

O

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84TH CONGRESS
2d Session

SENATE

REPORT
No. 1483

JUVENILE DELINQUENCY AMONG THE INDIANS

REPORT

OF THE

COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE

MADE BY ITS

SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY

PURSUANT TO

S. Res. 62 as extended
(84th Congress, 1st Session)

FEBRUARY 16, 1956.—Ordered to be printed with illustrations

UNITED STATES
GOVERNMENT PRINTING OFFICE
73032 WASHINGTON : 1956

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84TH CONGRESS } SENATE { REPORT
2d Session } { No. 1483

JUVENILE DELINQUENCY AMONG THE INDIANS

A PART OF THE INVESTIGATION OF JUVENILE DELINQUENCY IN THE UNITED STATES

FEBRUARY 16, 1956.—Ordered to be printed with illustrations

Mr. LANGER, from the Committee on the Judiciary, submitted the following

REPORT

[Pursuant to S. Res. 62, as extended, 84th Cong., 1st sess.]

I. INTRODUCTION

The Subcommittee to Investigate Juvenile Delinquency, pursuant to authorization in Senate Resolution 89, 83d Congress, 1st session, Senate Resolution 190 of the 2d session of said Congress, and Senate Resolutions 62 and 125, 84th Congress, 1st session, has been making a full and complete study of juvenile delinquency in the United States, including its extent and character and its causes and contributing factors.

In addition to the community hearings that have been held in a number of major cities, the subcommittee has proceeded with studies of various special problems affecting juvenile delinquency. One of these special problems is that of juvenile delinquency among the Indians. Over a period of many months, the subcommittee received numerous communications from public officials, Indian leaders and various interested persons expressing concern over the incidence of juvenile delinquency on the reservations.

PURPOSE AND METHOD OF PROCEDURE IN THIS INQUIRY

Members of the subcommittee decided to probe the problem of juvenile delinquency among the Indians on the reservations, examining the contributing factors which may be considered economic, social or governmental. Attention was given to the procedures for the handling of delinquents, programs which have been found helpful in meeting the rising tide of delinquency, and an appraisal of the adequacy of existing statutes and facilities.

The purpose in holding hearings on or near various Indian reservations was to determine the answers to the following questions which were deemed pertinent to the inquiry:

1. Are the existing Federal laws, regulations and appropriations adequate to meet the Federal responsibility to the Indians in those areas which affect juvenile delinquency?

2. What changes should be made in Federal legislation or administrative regulations to achieve needed improvement?

3. What are the contributing factors to juvenile delinquency among the Indian youth?

4. What can be done toward correcting those factors deemed contributory to juvenile delinquency?

5. What programs have been found to be effective on the Indian reservations for preventing or reducing juvenile delinquency? How can such successful programs and projects be best brought to the attention of the other communities to extend their usefulness?

6. What can be done to see that the public is better informed regarding conditions on the reservations that a more sympathetic understanding for the needs of the Indians will result in improved provisions by Federal and State governments?

The research work was prepared by the staff of the subcommittee prior to undertaking this study. Members of the staff usually did on the scene preparatory work before each hearing dealing with the problems of a particular reservation.

GEOGRAPHICAL DISTRIBUTION OF THE INDIAN POPULATION IN THE UNITED STATES

In nine community hearings and investigations in various parts of the United States, the subcommittee found that there are various factors that contribute to and affect the incidence of juvenile delinquency. There are various economic factors with which the incidence of juvenile delinquency can be related. It is also affected by cultural patterns.

At the present time there are over 200 Indian tribes on 435 reservations in the United States. There are over 120 languages or dialects now being spoken by the Indians. The cultural areas of the Indians may be divided into the woodsmen of the eastern forests, the hunters of the plains, the Pueblo farmers, the Navaho shepherds, the desert dwellers, the seed gatherers, and the northern fishermen.[1]

There has been a substantial increase in the Indian population of the United States since the turn of the century. In 1900, the population on the Indian reservations was approximately 250,000. The number has increased to a present total of approximately 430,000 Indians. They are located for the most part in 365 counties of 26 States.

The relationship of the Indians with the white man, since the days of the Pilgrims, as resulted in a vast complex of customs, laws, and practices, creating an Indian problem different from the problems of other people of the United States. The attitudes of the early pioneers toward the Indians, the policies of the Government in dealing with them, plus the character of the Indians themselves have tended to make difficult a clear understanding of the Indian problems.

Rufus Choate, once said that when the Pilgrims came to America, "They first landed on their knees and then on the aborigines." The thought embodied in this statement has been all too evident throughout the white man's relations with the Indians. This idea has contributed to much of the trouble and misunderstanding between the

[1] See appendix 2, p. 52.

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Indians and the non-Indians. Max Bigman of the Crow Indian Tribe said, "The Buffalo gave us our food, our clothing, our houses, our tools, our fuel. The white man came and killed our buffalo. Now the white man is our buffalo." This concept has been a hindrance to making the Indian an integral part of society in the United States.

The Indians today, on the reservations numbering over 430,000, own, control, or have the use of, 56 million acres of land in 26 States under the trusteeship or supervision of the United States Government. Of this land, a total of 14,695,000 acres are owned by individuals. Over 40 million acres are owned jointly by tribes, bands, or groups. Indians use over 1 million acres of Federal land. Further statistics show that 540,000 acres of land are irrigated. There are 3,255,000 acres devoted to dry-land farming. There are 49 million acres now in grazing or timberlands, some of which are very poor. There are over 3 million acres of barren or wasteland. The income of the Indians received from oil and gas leases, rentals, and royalties during the fiscal year 1953 amounted to $23,650,000. Gross cash income from the livestock and farming operations of Indians on the reservations in 1952 amounted to $40,420,132. The Indians also received $58,986,816 from crops on irrigation projects and $8,366,531 from timber cut on Indian land in 1952.

The statistics available on the extent and nature of juvenile delinquency in the Indian population throughout the United States reservation by reservation are very spotty since very few accurate surveys have been made. The difficulty of making such surveys is almost insurmountable, because of the lack of uniform laws and administration of laws on the various reservations. However, from the testimony received at hearings and from other data received, it was shown that on several of the Indian reservations, juvenile delinquency is definitely on the increase. Several Indian leaders were outspoken in their views that delinquency among their people was on the increase. It would be interesting to note that pertinent evidence reflects that on some Indian reservations there is a greater degree of juvenile delinquency among Indian youth than among non-Indian youth, whereas on other Indian reservations the opposite is shown. The rate of increase and the causes therefor are being probed in this report.

II. Contributing Factors to Juvenile Delinquency Among the Indians

A. ECONOMIC FACTORS

Physically deteriorated areas have higher delinquency incidence

The subcommittee has obtained extensive information from many sources on the causes of juvenile delinquency. One fact is quite clear: Juvenile delinquency does not result from a single cause but from a combination of causal factors, any one of which alone would be unlikely to make a youth delinquent. The importance of the economic factors in this problem can scarcely be overemphasized. It has been shown throughout the Nation that physically deteriorated and socially disorganized neighborhoods, usually termed "slum areas," contribute disproportionately to the delinquency caseload of police and juvenile courts.

Pertinent to this thought is the testimony of William L. Gipp, vice chairman of the Standing Rock Sioux Tribal Council, Fort Yates, N. Dak., who testified:

> It (juvenile delinquency) starts, as was mentioned here this afternoon, from our living conditions which are deplorable. I think that if there was a prize given for a slum area, even if we would have to call it a rural slum, I think we would win the cup.

In addition to the slum-type, delinquency-producing influences and conditions to which Indians on reservations are subject, there are certain additional conditions and aspects of reservation living which also bear upon the problem. These include:

1. The guardian-ward relationship between the United States Government and the Indians which places a more direct responsibility on the Federal Government to improve conditions on the reservation than in other slum areas. Despite this responsibility, slum-clearance programs have been in effect in cities with no apparent effort on the part of Congress to improve housing on Indian reservations. Where slum areas have been improved in our cities, the juvenile-delinquency rate has declined.

2. Whereas, in the slum areas in cities, the greater community through various agencies has taken affirmative action to improve the conditions existing in those areas by providing social workers, child welfare workers, recreation facilities and by making surveys and studies which stimulate local community action, very little is done by these agencies to improve conditions on the Indian reservations.

3. The people who live in other slum areas have not been placed there by governmental action. However, the Indian lives on a reservation primarily because he was originally forced to live there by the policy and action of the United States Government.

4. That as a result, at least partially, of the United States policy and action toward the American Indian, there has been evolved among many Indians an attitude which is marked by indecision and insecurity, lack of initiative, and the impression that the United States Government either will or must provide for their well-being.

In examining the situation of the Indians, we find that the association of the Indians with the white man has built up a complex system of relationships which creates for the Indian a status and situation quite different than that prevailing for the population of the United States as a whole.

Basically, many of the contributing factors to juvenile delinquency among Indian children are similar to those among non-Indian children. However, Indian children are sometimes subjected to these factors to a greater degree. *The subcommittee finds that the major contributing factors to delinquency among Indian children are poverty and poor living conditions; lack of effective law and order; disorganized, weak, and broken family life; poor educational programs, and the difficulties in making the transition from an old to a new culture.* Other leading contributing factors to delinquency are the poor health conditions, inadequate welfare services, and lack of local leadership and community action on Indian reservations.

It must be pointed out that the social revolt of some Indian children has economic roots, although it is not a constant factor in each instance. Some of the wealthiest tribes have the highest delinquency rates. It is assumed that some of the delinquency among the Indians results from need rather than from a reaction to frustration.

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All of the above contributing factors to juvenile deliquency among Indians would seem to have been accentuated by the guardianward relationship and by the fumbling, inconsistent, inadequate Federal policy on Indian affairs which, over the past 100 years, has completely reversed its course twice in the three major periods of Indian affairs.[1] The results of the above factors have led many of the parents as well as children to excessive drinking, loose sex practices, desertions, and a general demoralized philosophy of family and community life. There follows a partial breakdown of some of the factors discussed above.

Living conditions on the reservations

An illustration may serve to reveal prevalent conditions on the Indian reservation: The average income per year for the Standing Rock Reservation (North and South Dakota) Indian family is $767 and 61 percent live in log cabins, predominantly 1-room affairs. Witnesses testified that the living conditions on the reservation are deplorable. On the Turtle Mountain Reservation (North Dakota) the prevailing living conditions include as many as 15 people living in a 1-room cabin; improperly built cabins with no flooring; packing box material tacked to the log walls to keep out the cold; no electricity nor running water; heat furnished by small stoves using wood for fuel. Water must be carried to some cabins from a distance of a half a mile. The furniture is very poor—what there is of it—and there are no modern appliances. Poor food and clothing add to the problem. In some homes only potatoes and an inferior grade of flour constitute the family meal.

Some of the results of such living conditions as they affect juvenile delinquency are:

(*a*) A feeling of inferiority, inadequacy, and insecurity on the part of Indian children;

(*b*) A feeling of shame about, and a reluctance to, returning to their homes among the Indian children who attend modern public schools where they associate with non-Indian children;

(*c*) Exposure of children to adult sex behavior as a result of lack of privacy for all family members;

(*d*) Removal of large numbers of Indian children from their own homes and their placement in day boarding or Federal boarding schools thereby removing them from parental love and supervision.

Difficulties in obtaining working capital

A major problem confronting the Indian, who possesses land for farming or ranching, is his lack of working capital and his inability to obtain a loan from either public or private sources. One of the repeated complaints of the Indians, during the hearings covering reservations in North Dakota, New Mexico, Arizona, California, Colorado, and Utah, related to their failure to obtain real estate, farm, and cattle loans from the various Federal agencies, such as the Federal Housing Administration and the Farmers' Home Administration, and other sources. Some of the reasons offered for inability to obtain loans were fractionated land interests, that is, land divided and owned by hundreds of heirs, clouds on titles, inability to obtain security, and difficulty in securing the necessary approval from tribal and county committees.

[1] See appendix 5, p. 59.

Another problem among the Indians concerns their leases and land transfers which are delayed for long periods of time at the Indian Bureau land office. Glen R. Landbloom, of the Aberdeen area office, testified that his office is at least 1 year behind in processing transfers and is falling further behind because of the increased number of applications for such transfers.

The Indian leaders stated their belief that with billions of dollars being used for aid in Europe, the Federal Government could provide direct loans to Indians without the many restrictions that have proven insurmountable thus far. The Indians contend that they do not want charity, but an opportunity to make a living wage or income, and that ability to obtain loans would aid them greatly in achieving this end.

Employment and relocation

Limited opportunities for steady (nonseasonal) employment, coupled with low pay, are major factors in keeping the Indian in a low-income status.[3] The hearings in North Dakota and Phoenix, Ariz., pointed out the limited opportunities for employment. One of the big problems to be met in increasing such opportunities relates to employer resistance in the hiring of Indians for various jobs.

Significant steps have been taken in several States, more noticeably in North Dakota than in the Southwest, as was brought out in the hearings. For example, in North Dakota a State program was initiated by the State employment service, which contacts various potential employers throughout the State who are in a position to hire large numbers of Indians for both regular and seasonal employment. This is a special effort to overcome the employer resistance referred to above. The employment service of North Dakota has records to show a good performance by Indian workers in the State on such projects as the Garrison Dam, Jewel plant, and the railroads.

There is also a program to encourage Indians to enter industrial labor. A significant shift in Indian employment from agriculture to industry has occurred since 1947. Jacob R. Hahn, employment specialist of the State Employment Service of North Dakota, testified that in 1946, 220 out of a group of 301 Indians were employed in agriculture, but that by 1952, the number so employed dropped to 34. In 1946, 23 Indians were recorded as employed in construction work. By 1951, this number had risen to 192.[4]

Representatives of the Indian Bureau stated that the employment program in North Dakota is more intensive than in the Southwest and in other parts of the country, and that efforts would be made through Federal-State coordination to see that such a program as inaugurated in North Dakota last October would be utilized in other States where Indian reservations are situated.

The relocation program of the Indian Bureau is designed to place any Indian and his family in larger cities and to obtain suitable employment there for them.[5] Los Angeles, San Francisco, and Chicago are key cities to which they are relocated. The program, according to evidence received, is to a degree successful, but much improvement is needed in servicing the family after it reaches the city and is confronted with family problems that develop in its new environment. Thus far, about one-third of the persons so relocated have returned to the reservation.

[3] See appendix 6, p. 60.
[4] See appendix 7, p. 60.
[5] See appendix 33, p. 204.

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Another important factor to be noted in the relocation program is the lack of sufficient funds to properly administer the program. The Indian Bureau has pointed out that the number of people relocated is still less than the rising Indian population on the various Indian reservations as a result of the increase in the birthrate. Unless the relocation program is stepped up by additional funds, the intended purpose of the program—to reduce the number of Indians on the various reservations—will become ineffective since, as stated above, the numbers relocated are less than the increase in the Indian population.

Other problems dealing with lands and affecting the income level of the Indians were pointed out in the hearings at Phoenix. One problem was that members of the Colorado River tribes assert that the lands they claim belong to their tribes have been taken away from them and that they have lost title. This has been a recent ruling of the Solicitor's Office of the Department of the Interior. Until this dispute is settled, they are unable to lease valuable farmland and thereby earn an adequate income.

Another problem was pointed out by the Pima Indians, who contended that their prior water rights to the water behind the Coolidge Dam were given to others, thereby making many of their farms, which were once fruitful, now arid areas.

These are specific problems which either the Congress of the United States, by legislation, or the Bureau of Indian Affairs, by administrative action, should resolve.

B. SOCIAL FACTORS

Health problem among the Indians on reservations

The health problem among the Indians on the reservations has been a serious one and has been a factor in his low-income level. Much time is lost from employment or the operation of farms, ranches, or businesses.

Dr. Seckinger, Commissioner of Public Health in the District of Columbia, in his testimony before the subcommittee, drew certain significant comparisons between the delinquency rates in slum neighborhoods and the incidence of certain health and community problems in those very same neighborhoods. His maps showed that many health and social problems have a high prevalence in those neighborhoods which have the highest rate for juvenile delinquency. Among the concomitant problems were the high number of deaths from tuberculosis, the high number of infant deaths under 1 year of age, and grossly substandard and overcrowded housing conditions.

Taking this picture to the Indian reservations, we find that the same poor substandard and overcrowded housing conditions prevail. The general health picture among the Indians also is far worse than that of the general population. The tuberculosis, pneumonia, and influenza death rate among Indians is far out of proportion to that among the general population. This factor is astounding in the fact of the modern development of medicine with its wonder drugs which, as yet, seems to have had no material effect on the health conditions on Indian reservations.

It should be noted also that there were 91.7 deaths of Indians under 1 year of age per 1,000 live births compared with a rate of 31.5

for non-Indians. A survey of the Papago Indians in southern Arizona revealed that of the 260 infants born, 25 percent died in the first year; 40 percent died before reaching the age of 6, and 52 percent died before reaching the age of 18, which makes the life expectancy of the Papago baby 17 years of age while the national average for the total United States population is 68 years of age.

The tuberculosis rate of the Indians is 121.1 per 100,000 population as compared to 22.5 per 100,000 for the total population of the United States. The pneumonia and influenza death rate among Indians is 114.9 per 100,000 population as compared to 31.3 per 100,000 for non-Indians.

Effects of cultural transition and assimilation on juvenile delinquency

The subcommittee's Interim Report No. 1064 pointed out that the phenomenon of a high incidence of juvenile delinquency among certain minority groups is not new. Back in the 1900's the children of each successive national immigrant group showed a disproportionately large number getting into difficulty. Several such minority groups have gone through identical birth pangs of Americanization and have been eventually assimilated into a new cultural pattern. The problem was overcome as each group became Americanized through having and using opportunities to share in all the advantages our country offers. Any group needs to have the opportunities for employment, decent housing, medical services, and education which will allow the minority to become a part of the community in feeling rather than being a part of the community in terms of residence only.

Indian youth are confronted with a situation which is both similar and dissimilar to the youth of other minority groups. They are a minority group but they are also our first Americans and not the first generation of Americans of other minority groups. The transition and assimilation of the Indian into the larger society has been very slow because of the many unique cultural patterns, customs, and laws which he has been permitted to retain, and because of the guardian-ward relationship governed under the Federal Government's changeable policies.

Welfare services on the reservations

As to welfare, the subcommittee received evidence that on some reservations, as high as 75 percent of the persons receive some form of assistance. This percentage is much higher than the general population average in the same geographical areas.[6]

The Indians receive public assistance under the Social Security Act in the same manner as other citizens. A few States provide child-welfare services and general assistance to Indians on the same basis as to non-Indians. The principal obstacle to progress in child welfare is the lack in many States of funds, with resulting lack of personnel and facilities needed to provide these services on reservations. The welfare program of the Indian Bureau is designed to provide assistance and services not available to Indians from other sources. Historically, the direct assistance to Indians has been the responsibility of the Federal Government. The North Dakota Indian Affairs Commission contends, as do other States, that the Indian Bureau during the past decade has attempted to shift this burden to the local subdivisions of the States. It is the position of these States that direct assistance

[6] See appendix 13, p. 70.

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should be handled by the States with Federal funds for such assistance to be supplied 100 percent by the Federal Government.

Aid to dependent children

The program of aid to dependent children was the most discussed issue in the four hearings held by the subcommittee. Much of the testimony dealt with the disproportionate share of ADC money going to the Indians, and the high rate of illegitimacy at various reservations. In 1954, 20 percent of Indian births in North Dakota were illegitimate as compared to 1.5 percent of non-Indian births.

Also, there was considerable testimony on a common failure to establish the parentage of an illegitimate child and a lack of prosecution of criminal and civil cases against fathers for neglect and desertions of minor children.[7]

The consensus expressed during the hearings was to the effect that ADC was intended for the aid of needy children irrespective of the faults of the parents, but that law and order on the reservation should take firm steps to see that parentage is established and payments for support ordered whenever possible.

C. GOVERNMENTAL FACTORS

Law and order on Indian reservations

A recent report made by the Special Subcommittee on Indian Affairs of the House Committee on Interior and Insular Affairs made this pertinent observation on law and order on many Indian reservations:

> The need for adequate law and protection is urgent. While the tribe is making commendable effort to cope with the problem, much still remains to be done. The existing conditions contribute to lawlessness, a breakdown of morals and morale, an increase in delinquency, and an excessive burden upon the people.

There is no doubt that unless respect for law and order is developed through better enforcement on the Indian reservations, adult and juvenile crime and delinquency will get further out of hand. One of the significant points made in the hearings on juvenile delinquency among Indian children was the fact that the lack of effective law and order on the reservation was a most significant contributing factor to juvenile delinquency. Throughout the country, all persons are required to obey certain Federal, State, and local laws. Those laws are enforced by peace officers, and the violators are prosecuted and tried in certain courts by designated prosecutors and judges, respectively. If the police and the courts are inadequate and inefficient, then the effectiveness of law and order in that area, both as to adults and juveniles, is definitely affected. Generally, a policy develops under which one or the other will act to apprehend and prosecute various types of law violators. On Indian reservations, the same conflict has resulted in hesitancy, confusion and, in some instances, total inaction by law-enforcement officials.

In dealing with law and order on Indian reservations, one of the major problems arises out of disputes that are caused by varying interpretations of the statutes. An example of such a problem is the situation at the Fort Totten Reservation in North Dakota, which earlier established the best record of any reservation in North Dakota as to law and order and is now without any law and order in all crimes other than the 10 major crimes. In 1946 a Federal law was passed

[7] See appendix 15, p. 75.

ceding jurisdiction relative to law and order to Benson County, N. Dak., over all enrolled Indians of the Fort Totten Reservation located in that county. Benson County assumed jurisdiction since 1946, but a recent opinion by the attorney general of the State of North Dakota, on September 30, 1954, held that the Federal law was not self-executing and that before the State can legally assume jurisdiction, the State constitution must be amended and legislation enacted to accept jurisdiction. On the other hand, the Federal attorneys have ruled that the Federal Government has ceded jurisdiction. Consequently, no peace officers are arresting, nor are courts hearing cases of, enrolled Indian offenders of Fort Totten.

Another problem affecting jurisdiction relates to disputes as to whether a person is to be regarded as an Indian or not because of the many and varied definitions of "who is an Indian," under the numerous Federal statutes dealing with Indians. The issue of jurisdiction is further complicated by the difficulty frequently encountered in determining whether the criminal offense has been committed on or off Indian reservation lands. The process of making these determinations has caused confusion, delayed investigations which result in improper preparation of cases and, in many instances, failure to prosecute and convict. Occasionally, one agency assumes that the other has acted, or one agency passes the problem to the other with the result that no action is taken and there is, in consequence, a resulting situation that is less of a deterrent to delinquency and crime.

Lack of funds and personnel

Inadequate facilities and personnel for law enforcement is a deterrent to the maintenance of effective law and order whether it be on the reservation or in any other community. The evidence is overwhelming to the effect that the appropriations for law and order for the Indian reservations are far too small to provide an adequate service.[8]

First, there is not a sufficient number of peace officers to cover properly the large area of most reservations. Some peace officers must cover more than one reservation and, in some instances, these may be located in two different States. The peace officers themselves testify that not only is their service hampered by insufficient personnel, but that it is further injured by lack of funds for such needed facilities as transportation and detention of offenders. The result is that only the more serious offenses are properly attended to.

Secondly, facilities for detention of juveniles are lacking and if the child cannot be released to his parents, he must be confined in the same jail as adults which is against all good practices of detaining youth. There are no funds for separate detention facilities for juveniles.

Thirdly, those juveniles that are tried by tribal courts are tried by low-paid and, very often, inexperienced judges. The judges testified that outside pressures pro and con are exerted to a degree which makes the administration of justice difficult. More sufficient appropriations would make possible the employment of better qualified court personnel.

Laxity in enforcement of law and order

For many reasons, there has been developed what might be called a policy of laxity in both the enforcement of the law and the prosecu-

[8] See appendix 14, p. 71.

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tion of offenses on many Indian reservations. This can be particularly noted in relation to a few specific offenses such as liquor violations and certain types of sex offenses. The evidence suggests that if all the criminal offenses committed by Indian youth and adults were enforced, the jails available would be overflowing constantly. One Federal Indian officer testified that he received an oral directive that no liquor case was to be prosecuted unless it was of a drastic nature. The directive purportedly came from an official of the Indian Bureau.

Another weakness in the administration of law and order may be suggested by the difference noted in terms of the minimum punishment provided by tribal courts for criminal offenses on Indian reservations as compared to the minimum punishment provided by State law for the same or similar offenses.[9]

One of the big issues of law and order on the Indian reservation today is the attitude of the various States and that of the various Indian tribes toward Public Law 280 of the 83d Congress. This law, in effect, gives to the States jurisdiction over offenses committed by or against Indians on Indian reservations. During this session of Congress, two amendments to Public Law 280 have been introduced, one requiring that the law is not to become effective until the Indians are consulted and the other stating, in effect, that the law will not become effective in the respective States unless the Indians consent to the States' assuming such jurisdiction.

Aside from the attitude of the Indian people themselves as to Public Law 280, the States of North Dakota, New Mexico, and Arizona have stated to this subcommittee their position that they would be against assuming such jurisdiction unless the Federal Government reimburses the States for the cost in assuming such jurisdiction.

Public education facilities provided for the Indians

The trend of educating the Indian youth is definitely toward the use of the regular public schools. This trend has been accelerated by the Johnson-O'Malley Act which makes Federal funds available under certain conditions to regular public schools serving Indian youth. Of the 128,000 children from 6 to 18 on Indian reservations, 58,855 attend public schools, 35,586 attend Federal Indian day schools, and Federal Indian boarding schools. Ten thousand Indian children attend mission or other private schools and 19,000 do not attend any school. The balance of some 5,000 are unaccounted for. Thirty-two thousand of those attending public schools attend under the provisions of the Johnson-O'Malley Act.

This modern approach is a far cry from the system in 1885 when the policy as stated by the Federal superintendent of Indian schools said:

> The Indian is the strangest compound of individualism and socialism run to seed. It is this being that we must endeavor to make a member of a new social order. To do this we must recreate him, make him a new personality.

The evidence is that Indian children are doing as well as the non-Indian children in both classwork and average daily attendance. This was not so in findings of 20 years ago which indicated that the Indian child could not adapt himself to the course of study provided non-Indian youth and showed definite preference for vocational subjects and sports. Despite vast improvements in school attendance by Indian youth, however, both problems of nonattendance and school dropouts remain in some reservation areas.[10]

[9] See appendix 9, p. 61.
[10] See appendix 11, p. 63.

Many parents take their children with them on seasonal employment projects and keep them out of school for appreciable lengths of time. Other parents, under an old Indian custom of allowing the youth to make their own decisions, leave it to the children to decide if they want to attend classes. This has proved harmful, not only in the effect it has on the child's education, but also would seem to be a factor in parental neglect and to a lack of parental supervision. This frequently subjects a child to adverse health and environmental conditions and to too much idle time.

There is much improvement needed in the Federal boarding-school system although some improvement has been observed. In some schools, over 50 percent of the students attending were there because of social conditions in the home or the community, rather than for purely educational purposes. It is estimated that 6,000 of the children presently in the Indian Bureau's Federal boarding schools are so served because they are either neglected, dependent, or orphaned children rather than because no public schools are available to them. In this connection, it should be noted that these facts point to the need for more adequate provisions for neglected and destitute Indian children. A stepped-up program of adoptive placements and foster-home care is needed as well as small institutions designed to care for those children in need of specialized group care. Boarding schools are neither designed nor adapted to provide substitute parental care for the essentially homeless child.

Insofar as the boarding schools serve a purely educational function, it is interesting to note that a comparison of cost per pupil reveals that the national average in public schools is $247 per annum whereas the national average in Federal Indian day schools is $399 and in the Federal Indian boarding schools, $835.

III. Hearings Held by the Subcommittee on Juvenile Delinquency Among the Indians and the Time and Purpose of Those Hearings

An important issue in the hearings held by the Senate Subcommittee To Investigate Juvenile Delinquency was whether there has been a rise in the incidence of juvenile delinquency on the Indian reservations and whether that increase is alarming to the extent that preventative measures by Congress, the Indian Bureau, the States, and the Indian people should be taken to correct the problem. Further, it was considered appropriate to determine if the rise in the incidence of juvenile delinquency on Indian reservations is proportionately greater or less than the upswing of juvenile delinquency among the non-Indian population.

It has been pointed out that the various Indian cultures affect the incidence of juvenile delinquency. In order to present a more accurate illustration of the problem, it would be better to treat each reservation separately than to attempt to generalize on the conditions on all Indian reservations.

TIME AND PURPOSE OF THE HEARINGS

On October 11, 12, 13, and 14, 1954, the Subcommittee To Investigate Juvenile Delinquency conducted a series of hearings within or near the Sioux Indian Reservation, Fort Berthold Indian Reservation, Turtle Mountain Indian Reservation and Fort Totten Indian Reser-

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vation in North Dakota. After the hearings were concluded, the subcommittee, through its staff members, held a series of conferences with Commissioner Glenn L. Emmons, Bureau of Indian Affairs, and the heads of its various departments. Many problems on which testimony was heard in the North Dakota hearings were discussed which have an impact on youth and juvenile delinquency.[11] These conferences, which were full day sessions, resulted in certain specific actions taken by the Bureau of Indian Affairs to resolve these problems.

The subcommittee sent staff members to the North Dakota Legislature, while it was in session, at the request of State officials.[12] North Dakota officials expressed the view that legislation emanating from the hearings would improve Federal and State coordination. The Bureau of Indian Affairs delegated one of its top officials, as well as officials of the area office in Aberdeen, S. Dak., and the superintendents of some of the reservations in North Dakota to confer with the members of the subcommittee's staff, State legislators and representatives of the executive department of the State of North Dakota. From the information received at these conferences, the subcommittee held a public hearing in Washington, D. C., on March 11, 1955. Among those invited were the Secretary of the Interior and the Commissioner of Indian Affairs, with officials of the respective departments. The purpose was to discuss at the public hearing those specific issues which had to be resolved in order to evaluate some of the contributing factors to juvenile delinquency on Indian reservations.

Among the specific issues considered were:

1. Inadequate facilities and services on the Indian reservations as to law and order, health, education and welfare, relocation, and employment.

2. Whether the Federal Government should reimburse the States for costs borne by the States in assuming jurisdiction over offenses committed by or against Indians on reservations as provided by Public Law 280 of the 83d Congress?

3. Whether the Federal Government would reassert jurisdiction of law and order on Fort Totten Indian Reservation, since the Attorney General of North Dakota, and later upheld by the Supreme Court of the State of North Dakota, held that the State of North Dakota could not assume jurisdiction over offenses committed by or against Indians on the Fort Totten Indian Reservation as provided by a 1946 Federal law?

During the course of the public hearings on March 11, 1955, the Secretary of the Interior, through the Assistant Secretary Orme Lewis, assured the subcommittee that the Federal Government had decided to reassert its Federal jurisdiction over law and order on the Fort Totten Indian Reservation. He also said that the Department of the Interior would recommend to the Congress that the Federal Government would reimburse the States for the costs to them in assuming jurisdiction over offenses committed by or against Indians on reservations. This statement by the Department of the Interior was clearly a change in policy by that Department on this question.

A further result from this hearing was the public hearing before a subcommittee of the Senate Appropriations Committee, on March 14, 1955, to hear two State officials of North Dakota, representatives of

[11] See appendix 1, p. 49.
[12] See appendix 3, p. 53.

the Department of the Interior and the Bureau of Indian Affairs, members of the Senate Subcommittee To Investigate Juvenile Delinquency and interested Senators and Representatives. The subject was the question of insufficient budget and insufficient appropriations by Congress to meet the needs on Indian reservations, particularly in the area of law and order.

It was agreed by the Senate Committee on Appropriations that the record from both the Juvenile Delinquency Subcommittee hearings on March 11, 1955, and the Appropriations Subcommittee hearings on March 14, 1955, be presented to the House Subcommittee on Appropriations so that all of the facts on this very serious problem would be fully understood by that subcommittee.

The Subcommittee To Investigate Juvenile Delinquency, after study and investigation, decided to hold hearings in Phoenix, Ariz., and Palm Springs, Calif., on the contributing factors to juvenile delinquency and other problems on Indian reservations in the southwestern part of the United States. Those hearings were held on April 28, 29, and 30, 1955.

A. STANDING ROCK INDIAN RESERVATION

The Standing Rock Indian Reservation is inhabited by the Standing Rock Sioux Tribe, composed of 4,324 Indians, 1,676 of whom are under 18 years of age. The total acreage of restricted land on the Standing Rock Reservation is 1,064,122 acres.

Living conditions and low-income level.—The Indians on the Standing Rock Reservation live in small 1- and 2-room houses with substandard facilities. Testimony from numerous witnesses pointed out that some of the housing is comparable to slum conditions. Sixty-one percent of the people live in log houses, with 1-room houses predominating; 15 percent live in frame houses; with 24 percent living in shacks, tents, and miscellaneous quarters.

The average family income is below $800 per year. Testimony showed that very few opportunities are available to the Indians on the Standing Rock Reservation for year-around employment which would increase the income level of the Indians on that reservation.

Law and order.—Testimony heard on the Standing Rock Indian Reservation indicated that there is a serious problem of maintaining law and order. Under a ruling of the Supreme Court of the State of North Dakota, the State has no jurisdiction over acts committed by or against an Indian on an Indian reservation. Since the Standing Rock Reservation covers the entire area of Sioux County, N. Dak., the State and county officials in Sioux County have no jurisdiction over offenses committed by or against an Indian on that reservation. This raises many complicating problems of conflict of jurisdiction between State, Federal, and tribal law and order. This hinders maintenance of effective law and order. Many of the citizens of Sioux County cannot understand why the sheriff and the states attorney cannot act under certain circumstances—they do not fully understand the impact of the applicable supreme court decision. Testimony did show, however, that recently there has been greater cooperation between the State, Federal, and tribal agencies charged with responsibilities for law and order. This could serve to improve the effectiveness of law and order on the reservation.

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Much of the testimony as to juvenile delinquency dealt with the rise of juvenile delinquency on that reservation. However, complete statistics were not available for the hearing. It was pointed out that the tribal law and order program affecting juveniles was not fully effective and, in many instances, the tribal officials, with the consent of juveniles' parents, would release jurisdiction over the juveniles to the juvenile officer of the county. Whenever this was done, more effective action was taken against the juveniles.

Joseph Wicks, juvenile commissioner for Sioux County for a period of 4 years, in answer to the question of whether there has been an increase in juvenile delinquency among Indian children, stated:

> Oh, it is on the increase, Senator Langer, terrifically on the increase the past 24 months. The docket shows that.
>
> Senator KEFAUVER. Mr. Wicks, is there any different problem of juvenile delinquency among Indians than there is among other citizens?
>
> Mr. WICKS. No, they are the same, Senator Kefauver. * * *

Mr. Wicks testified further as follows:

> About 90 percent of my cases in the past 3 years have been Indian children. One thing that is very, very difficult for a juvenile commissioner in the State of North Dakota, where it is pertaining to Indian children, is that we have only one alternative, regardless of what the crime is, and that is to commit the child to the State training school. We have no orphans' homes in the State that would take Indian children. Many of the cases are what you would term in the legal profession as not really severe delinquent juveniles, but due to broken-up homes, marriages, divorces, and what have you, the child becomes delinquent, the parent can't handle it, and it winds up in the State juvenile court. Now, so far I would say that 75 percent of the children that come into my court are children of mothers who are obtaining ADC (aid to dependent children), which is both a Federal and State program * * *
>
> In the past 6 weeks here in Sioux County, N. Dak., the parents have released 19 children to me.

Schools on the reservation.—Joseph Warren Wellington, superintendent of the reservation, stated that he thought that they needed an extended educational program. He added that juvenile delinquency problems arose in the community where the facilities are not the same as they are at Fort Yates where there are better school facilities.

The activities in these areas in which students might participate are practically nonexistent. They are short of educational facilities and there is a lack of classrooms, especially in the outlying areas.

Health.—The problems of health on the Standing Rock Reservation are similar to those on many other Indian reservations. There is a high incidence of tuberculosis and pneumonia cases. Some of the witnesses complained of the closing of the hospital that serviced the Standing Rock Indian Reservation. They asserted that it would have an undesirable impact on health conditions in the area.

Welfare.—One of the great needs on the Standing Rock Reservation is the providing of child-guidance services and community analysts. Although this need is great on other Indian reservations, a competent welfare worker could do much to improve some of the problems created by lack of training in some of the families and lack of community effort to combat both juvenile and adult delinquency problems.

B. TURTLE MOUNTAIN RESERVATION

The Turtle Mountain Reservation in North Dakota encompasses a total of 71.673 acres of land. There are 8,900 enrolled Indians on the reservation, of which 4,415 live in Rolette County, N. Dak.

Living conditions and low income level.—Introduced into the hearings in North Dakota were a series of articles written by the Minot Daily News which vividly pointed out the poor living conditions of the Chippewa Indians living on the Turtle Mountain Indian Reservation. Examples of 15 people living in a 1-room shack with no flooring and no facilities was not considered uncommon.

The median income per Indian family engaged in agriculture is $750 per year and from physical labor, $850 per year; whereas the established annual average cash income of non-Indians adjacent to the reservation is $2,500.

Law and order.—The problems of law and order and juvenile delinquency on the Turtle Mountain Indian Reservation are similar to the problems on the other Indian reservations in North Dakota. The confusion caused by the overlapping of or the creation of a void in jurisdiction is brought about by various interpretations placed by the respective agencies, Federal, State, and tribal, as to jurisdiction over offenses committed by or against Indians on Indian reservations. The problem was so serious in North Dakota that the bar association for the State designated a special committee to make a study and recommendations for future action.

The witnesses who testified pointed out that, although statistics were not complete, there was a definite indication that there has been a rise in juvenile delinquency on the reservation.

Schools on the reservation.—There are a total of 2,763 children of school age on the Turtle Mountain Reservation. The number in public schools totals 507; in Federal schools, 1,145; in mission schools, 548; and a total of 73 not in school. However, there are 485 children for whom no information is available. The Indian Service has a program of procedures in effecting school attendance.

Testimony at the hearing pointed out that some of the Indian parents take their children with them during the harvesting of the potato crop, thereby depriving the children of attending school regularly.

Health.—Medical, minor surgical, obstetric, and pediatric care is provided by the agency physicians. Major emergency surgery is performed at the agency hospital by local physicians on a fee basis. Major elective surgery is performed primarily at the Pine Ridge Indian Hospital and the Tacoma Indian Hospital. Tuberculosis care is furnished by areawide contract by the North Dakota State Tuberculosis Sanatorium.

One of the major complaints in these hearings was the fact that no adequate provision for psychiatric care was available to the Indians. The only facility open at that time for inpatient psychiatric care was St. Elizabeths Hospital in Washington, D. C., which was not very accessible to the patients. Improvement in health facilities for all Indians in North Dakota must be given careful study.

Welfare.—One of the major discussions on the welfare program on the Turtle Mountain Reservation was the question of the aid to dependent children program. Of great concern to Indian officials, as well as State officials, was the fact that the fathers who did not support their children were permitted to go untouched by either criminal or civil procedure in requiring them to support the children. Failure to act against those fathers required a much larger contribution to ADC funds than would normally be paid out. There is also a need for child welfare workers and community consultants.

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C. FORT TOTTEN INDIAN RESERVATION

The Fort Totten Reservation consists of a total of 53,465 acres of land. There are 1,433 enrolled Indians on that reservation, of which 1,259 live in Benson County, 66 live in Eddy County, and 108 have located elsewhere.

Living conditions and income level.—The housing conditions on the Fort Totten Reservation are very much similar to those on the Turtle Mountain Indian Reservation. The land is barren and not very fruitful for a livable income for the family.

The median income per family from agriculture is $700 and from other sources, including wages, $650. The estimated annual average cash income for non-Indian families adjacent to the reservation is $2,500.

Law and order.—Melvin Christianson, State's attorney for Benson County, gave a detailed report on the number of offenses committed in Benson County by Indians, both adult and juvenile. Under 1946 Federal law, Benson County was the only county in the State of North Dakota which was given jurisdiction over offenses committed by or against Indians on an Indian reservation. This law was put into effect immediately by the county. However, in 1954, the attorney general for the State of North Dakota issued a ruling that neither the State nor the officials of Benson County have jurisdiction over offenses committed by or against an Indian on the Indian reservation, since the Federal law was not self-executing but required affirmative action by the people of the State of North Dakota which, in this instance, was not done. The Supreme Court of the State of North Dakota, 5 months later, affirmed, in effect, the ruling of the attorney general. From September 30, 1954, until March 14, 1955, neither the State nor the Federal Government assumed jurisdiction over such offenses committed on Indian reservations, thereby permitting a state of lawlessness to exist. However, through the intervention of the Senate Juvenile Delinquency Subcommittee at a public hearing, the Interior Department reversed its position and reasserted Federal jurisdiction over offenses committed by or against Indians on the Indian reservation in Benson County.

Mr. Christianson gave a detailed report as to criminal violations from acts committed by Indians on the Fort Totten Indian Reservation. In his report, he stated as follows:

Neglect: There are 4 cases involving 11 children which were all Indian cases.
Ungovernable children: 12 cases involving 20 children. Nine of the twelve were Indians and three were white.
Traffic violations: 11 cases; 28 children involved. Four cases were Indian and seven cases white.
Theft of various sorts: 11 cases; 23 children involved. Eight of the cases were Indians and three were white.
Drinking: Four cases; 11 children involved. Two white, two Indians.
Reckless driving: Two cases; two children involved, and both cases white.
One unmarried mother case handled. This was an Indian girl.
Dependency: There were 2 cases; 8 children involved. One white and one Indian.
School attendance: Two cases involving two girls. Both Indians.

Schools on the reservation.—The total number of children of school age is 432, of which 58 attend public schools, 149 attend Federal schools, 151 attend mission schools, and 20 do not attend any school. There is no information on the remaining. The average daily at-

tendance figure for all schools on the Fort Totten Reservation is 90 percent.

The problems of education, health, and welfare on the Fort Totten Reservation are very similar to those at the Turtle Mountain Reservation. A detailed statement of these services will be found in the appendix.

D. FORT BERTHOLD RESERVATION

The Fort Berthold Reservation has approximately 461,000 acres of land and there are approximately 2,368 enrolled Indians for the reservation. There are three tribes, namely, Mandan, Gros Bentre, and Aricara, which are affiliated as a unit on the reservation.

Living conditions and income level.—The Indians on the Fort Berthold Reservation have experienced a change in their way of life because of the purchase by the United States Government of large sectors of land for the building of the Garrison Dam in North Dakota. Although the income level of the Indians will be increased, the relocation of many of these families from the areas purchased by the Government to new areas has brought about certain factors which will have an impact on their way of life.

During the course of the hearings, the cattlemen's association presented testimony before the subcommittee to the effect that the cattlemen in the area are experiencing economic difficulties. Farmers were complaining of inability to obtain loans for the purchase of seed for their farms and ranches.

Law and order.—The law and order problems found on the Turtle Mountain Indian Reservation and the Standing Rock Indian Reservation in North Dakota were also prevalent on the Fort Berthold Reservation. There is only 1 Indian officer who has the responsibility of touring the 4 reservations in North Dakota. His testimony reflected that conditions of law and order are primarily the same.

Since the Fort Berthold Reservation is spread over 4 or 5 different counties, certain problems do arise off the Indian reservation, which raises the problem of whether it comes under the jurisdiction of the State or of the tribal law and order agencies. In some instances it amounted to the failure of both agencies to take jurisdiction.

Testimony of some of the witnesses indicated that juvenile delinquency has increased and one witness placed the figure at approximately a 60-percent increase. Quoting the testimony it was shown how serious the problem is today. Mr. Young Bird, president of the Fort Berthold Stockmen's Association, estimated the increase at 60 percent.

Mr. CHUMBRIS. Could you estimate the percentage of increase? Would you say 50 percent or 20 percent?
Mr. YOUNG BIRD. I would say about 60 percent.
Mr. CHUMBRIS. About 60 percent?
Mr. YOUNG BIRD. Yes.
Mr. CHUMBRIS. Then if you had a hundred delinquents a year, you would say it would amount to about 160 today; is that right?
Mr. YOUNG BIRD. That is right.
Mr. CHUMBRIS. Can you be specific, other than the facts as you have stated, as to the cause for that delinquency?
Mr. YOUNG BIRD. Yes. The cause of the delinquency, I would say, covers the majority of the percentage of 60, there is due to the breaking up of homes.
Mr. CHUMBRIS. Broken homes.
Mr. YOUNG BIRD. Broken homes.
Mr. CHUMBRIS. Poverty.

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Mr. YOUNG BIRD. Poverty.
Mr. CHUMBRIS. Living conditions on the reservation?
Mr. YOUNG BIRD. Living conditions are very bad on the reservation.
Mr. CHUMBRIS. How about the leisure time?
Mr. YOUNG BIRD. They have too much leisure time, as I stated a while ago. If they had some milk cows, if they had some things to take care of at home, a lot of those would be taken care of.

Carl Whitman, former chairman of the tribal council, stated as follows:

I was enlightened by the testimony that the juvenile delinquency isn't very high, but I feel that it is going to come higher if we don't do something at this time because after the people are relocated the change of environment, the change of neighborhood is going to tend to increase your juvenile delinquency on the reservation.

Health, education, and welfare.—The problems of health, education, and welfare on the Fort Berthold Reservation are similar to those expressed on the other reservations in North Dakota. However, the Reverend Robert Fox, of the Congregational Church, Twin Butte area on the Fort Berthold Reservation, complained of the inadequacy of facilities in his area. It seemed as though his area was left out altogether. Lack of school buildings, facilities, and equipment was pointed out as a serious problem in the testimony at the hearings.

E. NAVAHO INDIAN RESERVATION

The Navaho Indian Reservation comprises approximately 25,000 square miles located in the States of Arizona, New Mexico, and Utah. This area is comparable to the area comprising the States of New Hampshire, Massachusetts, Connecticut, Rhode Island and Delaware. This reservation is inhabited by an estimated 78,350 Indians. From the geographical standpoint, the reservation lands range from desert areas to plateaus and mountains. This complicates the problems of administering and program because of communication and transportation difficulties. Long distances are involved and the road conditions are substandard.

Living conditions.—Testimony adduced at the hearing showed that the living conditions among the Navaho Indians are very primitive. The homes are usually 1- and 2-room structures improperly built with no flooring, no electricity, and no running water. Heat is obtained from small stoves using wood for fuel. The water must be carried to the cabins frequently from inconvenient distances. The furniture is very meager and there are no modern appliances.

Low income level.—The estimated income for the reservation is, on the average, $730 for families which derive their livelihood from agricultural products and $855 for families depending upon wages for their livelihood.

Law and order.—Pat Nelson, special officer for the Navaho Indian Reservation, testified that over a period of 25 months there were 7,421 criminal cases reported in the 4 courts dealing with Indian offenses on that reservation. Mr. Nelson further stated that only 73 cases involved offenses committed by juveniles. These statistics include those cases that have come to the attention of the authorities and have been processed by the courts.

It was pointed out, however, that there are many juvenile as well as adult delinquencies that have come to the attention of the authori-

ties. There were also cases such as the abuse of young women and excessive drinking, which have been settled by the families involved. Further, there are many instances of crimes that have been overlooked from the view that they were committed by one of the tribe and, as such, should not be punished.

Mr. Nelson further pointed out that this record is attributable to the fact that the majority of the children live to a large extent in the traditional pattern of their ancestors, apart from the community centers. Consistent with the practice among the Navahos, the children are subject to family discipline and they show a great deal of respect for their parents' wishes.

Lack of funds and facilities to do the most effective work in law and order on the Navaho Reservation is more noticeable than on other reservations because of the great areas comprising the Navaho Reservation. Mr. Nelson pointed out that they need an additional 38 police officers to properly patrol the reservation and approximately 20 more vehicles as a means of transportation for the additional officers. It is estimated that 1 vehicle to every 2 men is a necessity for the proper patrolling of the reservation.

Paul Jones, chairman of the Navaho Tribal Council, testified that the tribal council is seriously considering changing the regulations to make the maximum penalty for criminal violations more consistent with the maximum penalty for similar violations under State law. This, the tribal council believes, will act as a deterrent to many of the crimes that are committed. Many Indian leaders believe that, to a certain extent, the present tribal code is outmoded. The Navaho Law and Order Committee further believes that the Federal statutes should be broadened to encompass a greater portion of offenses than are now covered, including misdemeanors which could be, for the most part, handled by United States commissioners as petty offenses. There should be a complete reappraisal of the areas of vacuum presently existing in the Indian areas where no laws cover commissions or omissions which would normall be offenses under State laws

The recommendations further suggest that additional authority be given to the courts, such as the power of extradition. The correction of this factor alone could lessen juvenile deliquency. If corrected, the abandoning family heads, who are answerable only to these courts, could then be returned to the reservation and made to support their dependents.

Statistics indicate that the majority of delinquencies among children stem from unstable or broken homes.

It was asserted by witnesses from the Navaho Reservation that there is a need for a locally stationed Federal Bureau of Investigation agent on the Navaho Reservation. The great distances of the reservation make it physically impossible to respond immediately to certain criminal violations, causing undue delay in the apprehension of violators and the arraignment before the courts.

The report on the Navahos states that it is an unfortunate commentary to note that the majority of the 73 cases of juvenile offenders came before the courts directly or indirectly because of the use of intoxicants. In most cases, the source of supply was traced to the adults.

It is of interest to note, as pointed out in the report submitted on that reservation, that the Navahos are a peaceful people. If they

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were not, the present system of laws and present enforcement strength could not begin to effect law and order in this vast area. The Navaho people are definitely in the preliminary throes of transition and assimilation, and the demands for a better system of law and order will steadily increase. If it is not possible to keep abreast of or ahead of these demands, the net result will be lawlessness, as has happened in the past on other reservations in the Midwest.

Education.—Prior to the Navaho-Hopi Rehabilitation Act and during the 1942–43 school year, the enrollment of Navahos in all types of schools was 5,916 pupils. This enrollment was increased to 14,765 during the 1952–53 year period. The figure was 22,751 as of April 8, 1955. The census of June 30, 1954, showed a total of 27,362 children of school age.

This is indeed a sad commentary on our treatment of the Navaho Indian. There has been a failure to provide proper school facilities. As of April 8, 1955, however, the year enrollment of Navaho children for the 1954–55 school year was as follows:

Navaho Agency Bureau schools	10,885
Other Bureau schools	6,606
Mission schools	1,360
Public schools	3,900
Total	22,751

During the 1953–54 school year, a total of 81 percent of all children enrolled in Navaho Agency Bureau schools were in grade 3 or below.

Although there are still approximately 6,000 Navaho children not attending school, great improvement has been made and it is the plan for the future that all Navaho children of school age not now in school will receive an education.

Health.—A comprehensive health program is being carried out on the Navaho Reservation.

Dr. Clarence G. Salisbury, an Arizona State official, in testifying before the subcommittee, pointed out the high infant-mortality rate on the Navaho Reservation, reaching approximately 50 percent of the live births.

Under the comprehensive health program, the Indians on the reservation are furnished hospital services, off-reservation hospital and medical care, field medical services, oral health services, and sanitation services. To carry out this extensive health program, the budget for the fiscal year 1955 is approximately $4,400,000.

Welfare.—On the Navaho Reservation there exists a need for general assistance to indigent Navaho Indians who are not eligible for public or general assistance through programs operated by their State and county governments. In some cases, this general assistance may be needed, and provided, for a reasonable time on an emergency basis pending establishment of eligibility for public assistance and receipt of first payment.

Problems—Needs.—There is need for extended services to children. The service should be available for those children who are orphans or who have only one parent. Also included among those who should be eligible are children whose parents are unable to manage their own affairs, children whose parents have abandoned them, and children who are so neglected that their well-being is impaired or they fall into habits of delinquency. Others who should be eligible include

children who are blind, deaf, crippled, feeble-minded or otherwise physically or mentally handicapped so that they are in need of special treatment and services. State welfare departments, through their child welfare service programs, can give only very limited help, usually due to a lack of staff and adequate finances. The Navaho Reservation has only 1 child welfare worker, but recently received approval of 2 more positions in child welfare. The recent administrative organization of the Navaho Agency provides five subagencies. One general worker and one child welfare worker should be placed in each of these subdivisions to achieve a minimum of service. At the present time there are 5 general social worker positions, however, 2 vacancies exist. One was scheduled to be filled about the middle of May 1955.

The most pressing problem regarding children on the Navaho Agency is that of children who should be placed in foster care because the mother should be hospitalized for tuberculosis. Although problems of antisocial behavior are referred for attention of the Welfare Branch, because they are few in number, the Welfare staff does not consider the problem is one needing the most attention.

Expenditures.—During the fiscal year 1953 a total of $26,401.95 was spent for foster care. In 1954, the amount was $34,392.26. In addition, $24,563.82 was spent in 1953 for children in State schools for the blind and deaf. In 1954, the amount spent for these children was $29,682.78. In March 1955, 31 children were in schools for the blind and deaf; the cost per child was $1,000 for the school term. The average number of children in foster care, during the first 9 months of the present fiscal year, was 94, at a total cost of $32,075.87. There are other children in need of foster care, most frequently due to ill health of the mother. Lack of staff and suitable foster homes have prevented accepting them sooner. Additional staff personnel should be able to alleviate this problem and insure proper care for children who need temporary placement.

General assistance expenditures for the fiscal year 1953 were $153,148.79. For 1954, the amount was $136,212.24. Through April 1955, the total amount expended reached $120,045.53.

F. SOUTHERN UTE INDIAN RESERVATION

(The Southern Ute Indian Tribe is dealt with in the following Mountain Ute Indian Reservation as they are so similar.)

G. MOUNTAIN UTE INDIAN RESERVATION

The Southern Ute Reservation consists of 5,291 acres of allotted land and 298,277 acres of tribal land, amounting to a total of 303,518 acres. In addition, there are 565 acres of agency and school reserve land.

The Ute Mountain Reservation consists of 9,079 acres of allotted land and 553,358 acres of tribal land, for a total of 562,437 acres. In addition, there are 1,040 acres set aside for administrative sites. The tribe purchased additional land this year for summer range, 6,225 acres, from rehabilitation funds.

The Southern Ute Tribe has an enrollment of 563 and the Ute Mountain Tribe has an enrollment of 657. All members of the Southern Ute

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and Ute Mountain Tribes are self-supporting and their income is derived from two main sources, unearned income in the form of per capita distribution of tribal income from oil and gas leases and earned income from livestock farming and employment. None are dependent on public or general assistance for support, although the Ute Mountain Tribe does maintain intermittently a so-called tribal pension roll for the aged, the ill, and for widows. The per capita income from unearned sources for members of the Southern Ute Tribe, during the calendar year 1954, amounted to $3,250 and for members of the Ute Mountain Tribe, it was $1,200.

The present balance of Southern Ute tribal funds is $6,166,157.03 and the present balance of Ute Mountain tribal funds is $7,455,909.12.

Both tribes are in the process of conducting rehabilitation programs for their members based upon the act of August 12, 1954 (67 Stat. 540) for the Ute Mountain Tribe and the act of June 28, 1954 (68 Stat. 300) for the Southern Ute Tribe. The basis of their rehabilitation program is the family plan by which each tribe makes a grant of $3,000 to each family member, based upon sound family plans developed in cooperation with tribal committees and agency staff. The plans are then approved by tribal committees. These grants are in the nature of authorizations and are not outright cash grants. Any capital needed by families over and above the grant is obtainable through tribal lending programs.

Living conditions and income level.—The witnesses testified that a few years ago the living conditions of the Ute Indian Tribes were as bad as some of those in evidence in the hearings in North Dakota and Arizona. Robert Bennett, superintendent of the Consolidated Ute Agency, testified that $394,576 went into home construction and farm development. This enabled the Indian people to live in well-constructed 3-bedroom modern homes comparable to those lived in by the average American family. It is a perfect illustration of what sufficient appropriations of money, coupled with proper planning and programing, can do for the American Indian.

Employment and relocation.—The relocation program offers the Indians, who are unable to make a living at home, the help they need to move to urban centers where they can make a good year-around living. The Southern and Mountain Ute Tribes have comparatively high incomes at home and have shown little interest in relocation services. Planning is now in progress which may lead in the future to a limited amount of resettlement away from these reservations. Because of the comparative affluence of these tribes, relocation assistance funds have not been tendered them from the limited funds available to the United Pueblos Agency. Members of the relocation staff of the United Pueblos Agency have made several trips to both the Ute Mountain and Southern Ute Reservations to explain the relocation program.

In 1953 and 1955, there were no persons relocated. In 1954, there were 1 family and 2 single persons relocated without financial assistance. None of these people returned to the reservation.

Due to the rehabilitation program, the need for employment opportunities on the Ute Reservations are not of great concern.

Law and order.—Because of the above-average financial condition of the Ute Tribes, some of the problems of law and order that are of much concern on many reservations are not acute problems. The

area for both Ute Tribes is not of great size as compared with other Indian reservations throughout the country.

Statistics show that the number of persons under 19 years of age who were arrested from January 1, 1953, to April 28, 1955, reached 28. In comparison, the number of cases of juvenile arrests during that period amounted to a total of 74. In this list, the number of repeaters was shown as follows:

Total number of juveniles	Times arrested	Total number of cases
11	1	11
4	2	8
3	3	9
5	4	20
4	5	20
1	6	6
28	---	74

Total number juvenile cases in each age group:

Age	Number of cases	Age	Number of cases
12 years	1	16 years	15
13 years	4	17 years	20
14 years	7	18 years	19
15 years	8		

At one time, there was considerable opinion in the community of Cortez, Colo., that law and order problems of the community involving Indians should be turned back to the tribe. However, the community has now accepted responsibility for law and order problems and cooperation between tribal law-enforcement and community law-enforcement officials is good. The tribal officers maintain radio communications with the local sheriff's office. The tribe pays $25 per month for this service.

Education.—The Ute Mountain children of school age, 6 to 18 years, total 187. One hundred and seventy-six of these children attend school. There are only 11 children who are not enrolled in school. The number of Southern Ute children of school age, between 6 and 18, is 170, of which 164 attend school; 5 do not attend school because they are married and 1 for an unlisted reason. The average daily attendance at the Ute Vocational School is 85.8 percent for the day classes and 99.5 percent for the boarding-school classes, and at the Towaoc Boarding School it is 85.0 percent.

Health.—Hospital services at the Taylor Hospital were discontinued on January 15, 1955. It is now operated as an outpatient clinic for the members of the Southern Ute Tribe and the students of the Ute Vocational School on a 5-day week basis. The hospital services were discontinued because of inability to secure a medical officer and consequent nonutilization. The financial ability of the tribal members to pay for their own hospital and medical care was an additional reason. The full-time staff at the clinic consists of 1 nurse, 1 attendant and a clerk, and a part-time physician who drives out from Durango, Colo., which is 24 miles distant. The physician is on duty each Tuesday and Thursday morning from 9 to 12 noon. All hospital cases are sent to a non-Bureau hospital in Durango where they may exercise their own choice in selecting a physician. Hospitalization is

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usually limited to 14 days and cases involving long periods of hospitalization are referred to the County Indian Hospital at Albuquerque, N. Mex. The clinic and the non-Bureau hospital programs are supported by appropriated Government funds. However, as an increasing number of individual members of the tribe are paying for their own hospital and medical services, the Council of Southern Utes is considering a hospital and surgical insurance program for the members of the Southern Ute Tribe.

The members of the Ute Mountain Tribe discontinued using the Taylor Hospital about 4 years ago. Their members have been hospitalized at the Southwestern Community Hospital in Cortez, Colo. The costs of hospital care and medical services are paid by the tribe. A clinic is maintained at Towaoc, Colo., the reservation headquarters, which is staffed by a clinical nurse and a clerk. They are paid from tribal funds. A part-time physician who visits the clinic each Wednesday morning from 9 to 12 noon is paid from appropriated Government funds. The council is considering group hospital and surgical insurance for those members of the tribe living off the reservation proper in the vicinity of Blanding, Utah. They number 150 members. Such a step would enable those members to have available physicians' services and hospital facilities much closer to their homes.

The only free tuberculosis sanatorium available to Indians of the Southern Ute and Ute Mountain Reservation is the Indian Sanatorium at Albuquerque, N. Mex. Psychiatric treatment is available at the Colorado State Mental Hospital at Pueblo, Colo., or from private hospitals, for which the Indians usually pay.

Dental care has not been available except on an emergency basis, and then only from local dentists in Durango. Local dentists are not interested in taking cases on a fee basis. Dental equipment at the Taylor Hospital is available should the Public Health Service be able to secure the services of a dentist.

Yearly examinations are given to all schoolchildren enrolled at the Ute Vocational School and the Towaoc Boarding School. Immunization programs are carried on at both schools. The services of a part-time public health nurse for the Southern Ute Tribe and a part-time public health nurse for the Ute Mountain Tribe are obtained on a cooperative contract basis through the San Juan Basin health unit. The cost for the services to the members of the Southern Ute and Ute Mountain Tribes is paid from appropriated Government funds. The nurses instruct classes in the school on personal hygiene. They visit the school at least 1 day each week and spend one-half day each week at the clinics for adults who are interested in their services. All children at the schools were given tuberculin tests. Those who showed positive reactions to the tests were given chest X-ray examinations. All X-ray examinations proved negative. All children are participating in the polio immunization program with the local communities. Both tribal councils have authorized the purchase of polio vaccine for preschoolchildren and expectant mothers.

The budget for the fiscal year 1955 is $69,988, which is a decrease of $25,245 from that for the fiscal year 1954.

Welfare.—The year 1954 is the first full year in which there has been a welfare department at the Consolidated Ute Agency. The focus of the department has been to develop wider usage of State and local resources by the Ute Indians. However, in both Colorado and Utah,

local county commissioners in the three counties concerned are not yet ready to employ special service personnel, although they are moving in that direction. The Colorado State staff is encouraging such development. Relief has not been a recent problem in this area due to adequate tribal and personal funds. There are many serious social problems in each of the three groups, involving child neglect, care of the aged, and other handicapped people. There are also problems involving non-Indian communities in encouraging their willingness to develop resources needed, not only by Indians, but by the entire community.

At present, a 14-man recreation committee has been appointed from representatives of the Southern Ute Tribe, agency employees, and the town of Ignacio to plan a recreation program for the local community. This is being done under the direction of the county recreation director. The activities underway at this time include a marble tournament for boys and a jacks tournament for girls. Committees have been appointed for the following activities: baseball, softball, roller skating, swimming, camping, roping, fishing, and dancing. All age groups will be included. The local Lions Club, Indian Women's Club, and the Ignacio Women's Club are ready to assist and give financial aid to this very worthwhile community program of recreation. The Southern Ute Tribal Committee is also sponsoring a summer youth camp for teen-age boys of the tribe patterned after the old CCC camps. The tribal welfare committee is responsible for the planning and organization of the 8-week summer day camp for children between the ages of 6 and 12 years. A 2-day leadership training program, under the direction of the State of Colorado Welfare Department, was planned for the mothers. Teen-age girls assisted with the day camp. The Southern Ute Tribe is planning to build, eventually, a large recreation hall at a cost of $100,000. For the present, the community hall is being enlarged to take care of immediate needs.

The Ute Mountain Tribe recently completed construction of a new office building which includes a snack bar. A tribal club has been organized to plan recreational activities. Basketball and baseball teams are usually sponsored by the tribe. A weekly movie is sponsored by the school at Towaoc, and classes in leathercraft, model airplane construction, photography, beadwork and ceramics are being formed. A weekly movie is also sponsored by the school at Ignacio. It is open to the community.

The amounts expended for welfare by the Consolidated Ute Agency during the past 3 years were as follows:

1953	$3,625
1954	10,150
1955	9,760

The personnel on the staff included 1 social worker and 1 clerktypist.

The securing of adequate housing has been a problem in the past. With the rehabilitation program during the past year, the Southern Utes have purchased 9 trailer houses, remodeled or built 36 new homes, while 6 houses are in the planning stage. When adequate housing is obtained, it will provide a healthy environment in which to bring up a family.

On the Ute Mountain Reservation, approximately 70 houses have been built or are in the process of construction.

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The per capita payments during 1954 were:

	Number	Amount	Total
Ute Mountain Utes per capita:			
Mar. 11, 1954	636	$350	$222,600
June 1, 1954	633	350	221,550
Oct. 8, 1954	643	400	257,200
Dec. 9, 1954	650	100	65,000
Total		1,200	766,350
Southern Ute per capita:			
Mar. 1, 1954	546	750	409,500
June 17, 1954	550	500	275,000
July 12, 1954	550	500	275,000
Oct. 1, 1954 [1]	554	1,000	554,000
Dec. 9, 1954	554	500	277,000
Total		3,250	1,790,500

[1] Per capita payment part of rehabilitation program funds.

1955 per capita payments up to the present time

Southern Utes	$500
Ute Mountain Utes	400

H. MESCALERO APACHE INDIAN RESERVATION

Housing and living conditions.—The Mescalero Apache Reservation consists of approximately 460,000 acres, comprising 719 square miles. There are approximately 1,172 Apaches living on this reservation.

The tribal income is derived from the sale of timber. Individual income is from cattle, wages, and crops. With the beginning of World War II, the living pattern of the Apaches, as well as of the whole United States, underwent a tremendous change. Because of the need for labor, many Apaches shifted from isolated areas to areas where good communications were available, thereby causing some houses to be abandoned. So it was found that some people were living in substandard houses. Most homes now have electricity, but do not have running water or sanitation facilities. Overcrowding in the homes is the usual situation. Legislation passed to facilitate better housing for the country as a whole never became available to the Mescalero Apaches due largely to the trust status of their land. Since the number of families has increased and the number of housing units has not, it is usual for two families to be living in small 2-bedroom homes. The old Apache custom of the new son-in-law moving into the home of his wife's family has been continued to a considerable extent.

Relocation.—The relocation program for the Mescalero Apache Reservation shows that 13 families, totaling 36 persons, were relocated with tribal financial assistance in the amount of $3,475. Four families, totaling 19 persons, were relocated with Government financial assistance of $1,475.50. Three families, totaling five persons, have cases pending before the Mescalero Apache tribe. The relocation program has been in effect since January 1955.

New Mexico State employment services.—The services of the State of New Mexico employment service are offered the Mescalero Apaches. Representatives of the office make regular visits of 1 hour duration on the second and fourth Thursdays of each month. Interested persons applying for jobs, filing claims for unemployment insurance, and

securing information on related activities meet with the representative at the agency headquarters.

Law and order.—In dealing with juvenile delinquency on the Mescalero Apache Reservation, Wendell Chino, president of the tribal council, said that the major problems which directly affect juvenile delinquency include "lack of proper guidance in the home, discipline either too severe or completely lacking, irregular patterns of living that result in parents being away from home and not providing care, and failure to provide food and clothing to the children on a regular basis. When there are no jobs, child care suffers tremendously and results in malnutrition, irregular attendance at school, and acts of delinquency. The drinking of alcoholic beverages in excessive quantities is still a problem and has been from the beginning of reservation times. While recreation facilities are not absent, neither are they adequate in furnishing activities and pastimes that will channel excess energy into nondestructive ways." It was pointed out that the code provided under the charter of incorporation of the tribe is no longer applicable to the present stage of development of the Mescalero Apaches and plans are under way to change them to a form that will better meet the needs of the people.

Since the tribe has assumed actual control only in the past 2 years, it is evident that a great deal of improvement has been shown since the transfer was made. Old resentments that were kept alive by what was considered as interference from the outside have diminished.

The present subcommittee on law and order has been working effectively with the judges. There has been insistence on enforcement of such regulations as refusing to allow persons being held in jail to be released before the end of sentence, fulfillment of requirements for bonds, and charging of court costs. These are being followed more closely than in the past. It is the consensus that the people have an increased respect for the court and the tribal government.

It is realized that there are many areas still needing improvement. Among the steps suggested are: (1) a revised law and order code adequate to present needs; (2) a revision of present court organization calling for the elimination of two of the three judges. This would leave one judge to whom a monthly salary could be paid rather than the present per diem of $8 per day; (3) a definite and positive program of education for the judge as to procedure to be followed in handling cases; (4) accurate and specific records on each case tried; and (5) specific instructions to the court clerk as to code terminology and documentation procedure to be used in recording court cases.

Arrangements have already been made to secure the services of a competent Government attorney to assist in drafting changes in the code and to provide education on the facts of law and procedure for all members of the tribe, and for the agency staff assisting in law and order programs.

Juvenile delinquency statistics do not accurately reflect conditions on the reservations. In the hearing of the majority of juvenile cases, the judge, parents of the children, and educational personnel of the agency hear the case informally and no record is kept of the informal judgment thereon. Older boys and girls who, because of unsatisfactory home conditions, do not respond to this type of treatment, are enrolled at the Albuquerque or Santa Fe Indian schools. In the majority of cases handled in this manner, good results have been noted, and it is believed that the number of "repeat" offenders is declining.

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Education.—In the earlier days when educational opportunities were first extended to the Mescalero Apache children, the opportunities were made available on the basis that those children should be transferred in the space of a few short years from an Indian culture to a non-Indian cultural pattern. At the present time, an attempt is being made to transfer all of the educational responsibilities to the State and children from the Carrizo and Whitetail communities, numbering about 80, will be attending the Ruidoso public school. Children living in Mescalero, Carrizo, or Three Rivers, who wish to attend high school, can be taken to Tularosa by bus. Many of the others who do not have available transportation find it necessary to go to available mission schools or utilize facilities provided by the Indian Service at Albuquerque or Santa Fe.

The public schools at Tularosa no longer provide noonday lunches. This is a serious handicap to many children because in many Apache homes, the amount of food available in the home is very low and lunchmaking becomes a problem.

Health.—The hospital building, built 30 years ago, is of frame construction with a possible capacity of 30 beds and a budget planned on the basis of 17 beds. The general condition of the plant is very poor. Operative and special medical care patients are transported to the Albuquerque Indian County Hospital, which is 212 miles distant.

I. JICARILLA APACHE INDIAN RESERVATION

Living conditions and income level.—The Jicarilla Apache Reservation consists of 727,577 acres of tribal land, 9,877 acres of allotted land, and 2,867 acres of administrative reserve.

The agency records, which are up to date, show an enrollment of 1,110 persons.

Few families work at off-reservation employment of a permanent nature and very few secure seasonal work away from the reservation. Individual and family income consists of wages from Government employment, tribal work, cattle and sheep raising, and a small amount of income from working for other Apaches. For the past 2 years, this income has been supplemented by distribution of tribal funds in the form of per capita payments in the amount of $500 each year. Income from all sources is estimated at $870 per capita.

Housing is badly needed in order to provide a good home and improve family relationships. The tendency is toward better housing and away from 1-room shacks and tents. There has been some talk among the tribal leaders of the plan to develop a tribal housing project. Two families have recently completed new homes through the use of tribal-loan funds and two more applications are now before the loan board. While the number is small, it is a step in the right direction. Good homes and a normal home life are necessary for the proper development of the tribe as a whole.

Employment and relocation.—The relocation program affords Indians, unable to make a living at home, the help they need to move to urban centers where they can make a good year-around living. Interest in relocation has been limited at the Jicarilla Apache Agency, perhaps partly because assistance funds were not available during most of the period covered in this report. A few people have been able to pay their own way. Others have used the services of the

relocation branch. A very few have received financial assistance from the United Pueblos Agency funds. The tribe has loaned money in one instance to a family to accomplish relocation. Current policy provides for use of United Pueblos funds to assist Jicarilla Apaches to relocate, insofar as such funds are available. Staff service is provided by the United Pueblos branch for relocation.

Law and order.—The following is a summary of statistics on juvenile delinquency cases at the Jicarilla boarding the day school during the school years 1953 and 1954:

Category	1953		1954	
	Frequency	Number involved	Frequency	Number involved
1. Intoxication	21	16	27	19
2. Disregard for school regulations	7	5	21	12
3. Parental disobedience	0	0	5	2
4. Stealing	2	2	2	2
5. Unlawful entrance	0	0	4	4
6. Abusive language	Sometimes	1	Sometimes	2

The causal conditions responsible for juvenile delinquency at the Jicarilla boarding and day school were listed by Samuel Rosenberg, reservation principal, as follows:

1. Unwilling to accept corrections:
   (*a*) Lack of discipline at home.
   (*b*) No responsibility.
2. Unwilling to abide by rules:
   (*a*) Lack of tribal law to deal with juveniles.
   (*b*) Lack of tribal culture and ignorance of present-day social standards and mores.
3. Insecurity:
   (*a*) Broken homes:
      (1) Child unhappy in dormitory.
      (2) Unstable parents.
   (*b*) Much drinking in the homes.
4. Drinking introduced by adults:
   (*a*) By parents at home; acquire taste early.
   (*b*) Social environment:
      (1) Entering bars with adults.
      (2) Drunks observed commonly.
5. Abusive language heard at home and from associates.
6. Situations created to steal:
   (*a*) Too much money given to some children.
   (*b*) No money given to some children.

The following is a breakdown of tribal court cases and arrests for the years 1953 and 1954:

1953:	
Arrests by tribal police	208
Disorderly conduct	19
Drunken driving	6
Assault and battery	5
Theft	1
Drunk	20
1954:	
Arrests by tribal police	181
Drunk and disorderly conduct	43
Assault and battery	5
Separation	1
Drunken driving	3
Adoption	1
Land settlement	1

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No Federal funds are provided for law and order. The tribe furnishes the jail and usually 2 police and 2 judges. The tribal budget for law and order amounted to $7,950 and $11,476 for the fiscal years 1954 and 1955, respectively.

Education.—The total number of children from 6 to 18 years of age on the reservation is 277, with 9 enrolled in public schools and 246 enrolled in Government schools. Parents and pupils generally accept and abide by the tribal attendance law which requires school attendance when children become 6 and until they are 18. Attendance is required either at the Jicarilla boarding and day school or the Dulce public school. Both schools provide classes only through the eighth grade. The Jicarilla school, though not a part of the public school system, has an excellent relationship with the public school system. It follows, to a large extent, a modified course of study prescribed by the State of New Mexico. The eighth-grade graduates for the past 2 years, with few exceptions, have gone to the Santa Fe Indian school for their high-school education.

Health.—The medical services provided at the Jicarilla Health Center are limited at the present time due to the fact that they do not have a physician. Routine clinical services are available. Treatments of all minor cases, such as colds, loose stools, sore throats, contagious diseases, and minor accidents, are administered at the clinic. Doubtful cases, those needing laboratory or X-ray services, surgical cases, major accident cases, and obstetrical cases are referred to the Santa Fe Indian Hospital or to a private physician.

The total budget for health in 1953 was $41,322 and in 1954 the amount was $42,323.

Welfare.—Welfare services are provided through the United Pueblos Agency in Albuquerque where instances of serious need arise. Persons in serious need in relief cases have been cared for by the State of New Mexico and through the use of tribal funds. During 1953, an average of 27 individuals and families received financial assistance from the tribe. These cases were carried on the average for approximately 4 months. In 1954, an average of 22 cases were carried for 7 months, according to the records available.

J. UNITED PUEBLOS

Living conditions.—The United Pueblos Agency serves 18 pueblos, not including Zuni, and the Alamo and Canoncito off-reservation Navaho communities in New Mexico, as a direct agency responsibility.

Total lands held by the Indians under this agency consist of 1,430,656 acres. This acreage is scattered in 20 separate units from the Alamo Navaho community in the south to the Taos Pueblo in the north, and from Albuquerque to the Acoma Pueblo in the west. Of this land base, there are an estimated 44,800 acres of irrigable land. Of this amount, it is estimated that 22,000 acres are actually irrigated.

The total enrollment of Indians under this agency is 16,045, consisting of 3,206 family groups. The average annual income per family is about $890.

Relocation.—The Pueblo people were slow to accept relocation but there has been a rapidly growing acceptance of relocation services and, in the fiscal year 1955, applications have totaled almost twice the amount which could be relocated with the limited assistance funds

available to the agency. Funds expended for relocation in 1953 were $254.25, whereas they reached $7,231.42 through April 30, 1955.

Law and order.—As is the situation for many reservations, the statistics cited for the fiscal years 1953 and 1954 do not give the whole story. They represent only those cases brought to the attention of the agency, or those initiated by its officers. Cases handled entirely by tribal officers, without any reference to the agency, are not included. There is no record of them.

The fact has been pointed out that there is a drop in the number of liquor violation cases on the reservation.

The report of the United Pueblos Agency to the United States Senate Subcommittee to Investigate Juvenile Delinquency states as follows:

> In the New Mexico area the incidence of delinquency among Indian youth does not appear to approach that of some non-Indian areas. When it does become a problem, however, we do not have the available legal means to deal with delinquents as usually exists in the non-Indian community. The Federal Juvenile Delinquency Act covers only specific Federal offenses, State law is not applicable to Indian reservations. We have been able to use the latter when some of our alleged delinquents get into trouble off the reservations. Tribal law again is bound by inadequate facilities, funds and staffing to deal with juveniles where parental control is absent. This situation leaves a wide area of misconduct that cannot be touched. * * * Promiscuity, use of intoxicants, incorrigibility and gang fighting are noticeable and seem to be increasing.

Among the United Pueblos there are 4,039 children of school age. There are 328 children, or approximately 8.1 percent, who are not in school. Forty three percent of those who did not enroll failed to do so because of marriage, physical unfitness, or mental unfitness.

The record of attendance of Indian children enrolled in Federal schools is higher than that of children enrolled in public schools. For the 2 years, 1952 through 1954, the percentage of attendance in Federal schools was 94.5 percent, while the percentage of attendance at public schools was 83.7 percent. The attendance of Indian children in Federal schools is higher than that of Indian children in public schools under provisions of the Johnson-O'Malley contract. The record for Indian children in public schools under the Johnson-O'Malley contract was 71.96 percent.

It is the policy of the United Pueblos Agency to transfer educational services to public schools wherever feasible and whenever mutual readiness has been determined. The record of such transfer is reflected in the number of Indian pupils attending school under Johnson-O'Malley contractual agreements.

Health.—The health branch organizational structure comprises three major functional subdivisions: (1) health service program direction and consultative services; (2) hospital and sanatoriums direct and contractual services; and (3) field preventative-curative medical care and related public health services.

The United Pueblos Agency, during the calendar year 1954, operated and maintained 2 general hospitals with a combined rated capacity of 100 beds. The authorized average capacity was 63 beds, but the experienced average daily census was 71.6. This reflected an occupancy percentage of 129.4. One tuberculosis sanatorium with a rated capacity of 108 and authorized capacity of 100 beds, maintained an average daily census of 88.8. This reflected an occupancy percentage of 88.8.

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It will be noted that these combined facilities, with a total average rated capacity of 310 beds and authorized capacity of 204 beds, admitted a total of 4,783 persons to inpatient service. An average daily census or inpatient caseload of 194.9 was maintained, representing a 95.5 percent utilization of the authorized beds. In addition to the services to inpatients, all of these hospitals provided medical care through their outpatient clinic departments to an ambulatory Indian population who made a total of 49,938 visits to these facilities during the fiscal year 1954. These statistics are quantitatively recorded for the respective separate institutions in the following table:

Albuquerque Indian Hospital	18,274
Santa Fe Indian Hospital	16,236
Albuquerque Indian Sanatorium	595
Total visits	35,105

Welfare.—The United Pueblos Agency budgets for the 3 fiscal years, 1953 through 1955, were $59,745, $72,209, and $53,985, respectively. The last-mentioned figure excludes $29,075 budgeted for the Zuñi area field office for the fiscal year 1955.

One social worker makes available welfare services to 18 widely scattered pueblos, involving approximately 15,124 persons and 2 Navaho communities, Alamo and Canoncito, with a population of 921 persons. In addition to the 18 pueblos and 2 Navaho communities, the United Pueblos Agency social worker serves the Zuñi area field office, consisting of the Zuñi Pueblo and the Ramah Navaho Reservation, having a population of 4,010, and the Jicarilla Apache Reservation, having a population of 1,098. This amounts to a grand total of 21,153 persons.

Professional welfare services were first made available to the Pueblo Indians in 1949. In 1948, the State Department of Public Welfare had accepted less than a dozen applications for old-age assistance, with the Bureau assuming responsibility for payment of grants. Since 1948, the State increased services and now assumes full financial responsibility for Indian cases under the public assistance program. This program includes old-age assistance, aid to dependent children, aid to the blind, and aid to the disabled. State general assistance is not available to Indians residing on reservations. State services are available to blind, deaf, and crippled children, and child-welfare services are extended within budget and staff limitations.

The Bureau of Indian Affairs appropriates funds to assist Indians on reservations, who are in need and who are not eligible for public assistance. The agency general assistance program assists in cases such as that of a single widow, over 50 years of age, with no resources, uneducated and not considered employable. Of about 1,200 cases (both State and Bureau) receiving some form of assistance, it is the subcommittee's opinion that grants in general are utilized to the advantage of the family and there is little misuse of funds.

The State welfare department, private agencies, and various Federal agencies are used to the fullest extent, and a good working relationship is maintained and cooperation is excellent.

The agency social worker affords service in adoption cases, care of homeless dependent and neglected children, and makes service available to any child who, because of some problem, may be in need of service. Work with delinquent children is not a major phase of child-

welfare activities, although service is given to a small number of delinquents on an individual casework basis. Without sufficient funds, facilities, or staff, it is not possible to adequately service delinquent cases.

In 1953–54, 22 delinquent children's cases referred to welfare for service were obviously a result of delinquent parents or relatives. The subcommittee believes there may be some increase in delinquency within the pueblo area.

Other than services to children and the general assistance program, numerous miscellaneous services are made available in the areas of counseling and planning with people in trouble, not involving financial need, and work with tribal councils.

K. COLORADO RIVER INDIAN TRIBES

The Colorado River Indian Tribes are composed of the following:

	Population
Mohave	750
Chemehuevi	325
Fort Mohave	110
Navaho	395
Hopi	125

The Yuma Tribes are:

	Population
Quechan	1,070
Cocopah	261
Fort Mohave	[1] 200

[1] Living in Needles, Calif.

The total number enrolled on each reservation is:

Colorado River Reservation	1,064
Yuma Reservation	1,124
Fort Mohave Reservation	210

The total acreage of restricted land by reservations is:

	Acres
Colorado River Reservation	242,709
Yuma Reservation	8,743
Fort Mohave Reservation	27,592
Chemehuevi Reservation	28,000

The chief occupational skills include farming, laborers, carpenters, oilers, equipment operators, bead workers, and arts and crafts.

The Fort Mohave Indians have supplied many tract workers for the railroads of the United States.

Living conditions and income level.—The majority of the Colorado Indians live in frame, clay, or earth houses.

In 1949, the average yearly income per family by tribes was as follows:

Colorado River Reservation	$2,737
Yuma Reservation	1,400
Fort Mohave Reservation	1,123

These incomes are higher than the average income per family of Indians in the southwestern area of the United States.

A concise and detailed report was submitted by the Colorado River Agency which is inserted in the appendix of this report.

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The testimony of the representatives of the Indian Council of the Colorado River Indians dealt primarily with the statistics of title to the lands on their reservation. By an act of Congress in 1864, the Reservation for the Colorado River Indians was inaugurated. By 1876, the reservation lines were finally determined by a series of Executive orders issued by the President of the United States, on the said act.

After 70 years of living within the lines defined by law, a recent ruling of the Department of the Interior has placed a cloud upon the title of lands of the Colorado River Indians. This has resulted in their inability to lease certain lands and not only deprives them of valuable income but has caused serious damage to their morale.

The state of confusion has caused much internal strife and disappointment in the policy of the United States Government toward the Indian.

L. HUALAPAI INDIAN RESERVATION

There are approximately 700 Hualapai Indians living on the reservation. The living standards for the Hualapais have improved very much during the past 10 years, but they are still much below those of the rural non-Indians living in the area.

Living conditions and low income.—Housing conditions in particular have improved decidedly since the establishment of the tribal sawmill which provides low-cost rough lumber for home building.

Loans have been made available from tribal funds. Today practically every family has at least a small frame house with a good roof and wooden floors. Continued interest is shown by many of the Hualapais in further improving their housing by enlarging the buildings and obtaining better furnishings. Improvidence has deterred many from improving their situation in ratio to increased incomes.

Relocation.—The relocation program on the Hualapai Reservation has not worked as successfully as it has on other Indian reservations. Some of the Indians who were sent to Los Angeles were not able to obtain jobs so they became discouraged and returned to the reservation. This discouraging situation gave the relocation program an unfavorable stamp.

Law and order.—Law and order on the reservation has been sporadic. The law and order problem on the Hualapai Reservation could be improved with additional appropriations, the revision of the law and order code, and by providing an institution where those juvenile delinquents needing referral can be sent.

Education.—The school-age population of the Hualapais is 168. Of this number 67 are enrolled in Federal day schools. There are 14 attending Federal boarding schools, 71 in public schools, 4 in mission schools, and 12 who are not enrolled in any school.

Several years ago the Government built an expensive school. Over $50,000 was spent on a school at Frazer Wells, where there were logging operations going on at the time. However, since it is about 23 miles from Peach Springs, the center of the reservation, to Frazer Wells, the school has remained idle while they need schools so badly at Peach Springs.

The high-school children are transported by bus to Seligman, Ariz., a distance of 39 miles. This is under the Johnson-O'Malley contract.

Health.—A major complaint was registered by Rupert Parker, president of the Hualapai Tribal Council, because the hospital was closed and means of transporting persons who need hospitalization are not available and the distances are great. He further reported he had been told that all funds for health purposes were exhausted.

Mr. Parker stated that the Hualapais have had problems for 125 years.

> One of the first ones they had [he said] was the checkerboarding in the reservation. Every odd section belonged to the Santa Fe Railroad at one time. But just very lately, I think it was in 1946 or 1947, when the Santa Fe relinquished all of its odd sections over to the Hualapai Reservation.

Today the reservation is badly in need of water which could be provided by water wells if sufficient funds were available.

M. SAN CARLOS INDIAN RESERVATION

Living conditions.—The San Carlos Indian Reservation contains 1,640,000 acres. It was created by Executive order issued December 14, 1872, by President U. S. Grant. There are approximately 4,000 members of the tribe. They live in two scattered communities, San Carlos and Bylas.

The average income per family in 1954 was $890.

Law and order.—In its law enforcement program, the tribe operates under a law and order code of 1941 which defines 50 different minor offenses. The personnel responsible for law enforcement include 2 tribal judges, the chief of police and 8 policemen. The judges and the police force are employed by the tribe and their salaries are paid from tribal funds.

The 1954 records of the tribal court show the following cases of convictions involving adults only:

	Cases
Disorderly conduct drunk	350
Slander	59
Assault and battery (drunken brawls)	148
Assault	15
Liquor violation	51
Abduction	40
Adultery	9
Failure to support	11
Illicit cohabitation	40
Theft (petty)	8
Bastardy	2
Total	743

During the same period, cases in which there were convictions involving juveniles 14 to 18 years of age were as follows:

	Cases
Disorderly conduct drunk	59
Slander	1
Illicit cohabitation	3
Assault and battery	2
Liquor violation	1
Drunk driving	1
Disorderly conduct	3
Escape	3
Abduction	2
Theft	1
Total	76

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Education.—The Indian Service maintains and operates two day-schools. One is in San Carlos and is attended by 379 children. The other in Bylas is attended by 110 children. Two mission schools, which are operated by the Lutheran Church, accommodate a total of 225 children. The public schools in Globe and Fort Thomas, the 2 nearest towns to the reservation, have 119 children. The greater part of these are in high school. Rice public school at San Carlos has 11 Indian children. The Indian children have almost a 100 percent attendance record, which is remarkable.

Health.—The facilities for health on this reservation are similar to those on many Indian reservations throughout the country. Since the reservation is far removed from modern medical centers and since doctors are reluctant to practice in isolated places, the hospital maintained by the Indian Service at San Carlos is not equipped to handle surgery.

The settlement at Bylas has very little medical service in transporting the sick to the hospital at San Carlos. The ambulance they do have has been frequently breaking down and cannot be used to properly serve as needed.

Welfare.—The welfare program consists of processing and taking care of welfare cases of needy members of the San Carlos tribe who are unable to provide for themselves and are unable to qualify for the public assistance program of the State of Arizona. During the calendar year 1954, the tribe granted $21,104.08 to 366 tribal members who needed general assistance or relief.

During the same year, the State of Arizona contributed to members of the tribe who qualified for State public assistance program as follows:

In Gila County: 613 persons received old age assistance in amounts totaling $31,477; 147 received assistance to the blind in amounts totaling $8,454; assistance to dependent children was paid 683 clients, including 286 families, in amounts totaling $21,792.

In Graham County: 312 persons received old-age assistance in amounts totaling $18,136; 26 received assistance to the blind in amounts totaling $1,820; assistance to dependent children was paid to 360 clients in amounts totaling $31,776. In other words, the State granted a total of $113,455 in public assistance to San Carlos Apache Indian clients in the 2 counties.

N. FORT APACHE INDIAN RESERVATION

Living conditions.—The Fort Apache Indian Reservation contains approximately 1,600,000 acres. The present Indian population is approximately 3,800. The principal reservation industries are cattle raising and the sale of timber. The average annual income per family is approximately $1,000.

Law and order.—The problems of law and order on the Fort Apache Indian Reservation are similar to those of the other Indian reservations, with a surprising difference in that of 86 individual juveniles involved, 40 were males and 46 were females. This is the antithesis of the usual ratio between male and femal in either juvenile delinquencies or adult delinquencies on Indian reservations.

Education.—The law and order code of the White Mountain Apache Tribe of Arizona provides for punishment by a fine for failure of parents to send their children to school. The total number of children

between the ages of 6 and 18 years who attended school was 1,032, of a total of 1,135, during 1953–54. The percentage of attendance as reported on the annual school report in May 1954 ranged from 91 percent at the Whiteriver day school to 99.3 percent at the Theodore Roosevelt school, which provides boarding facilities for the pupils.

Health.—Tuberculosis is still a serious problem at the Fort Apache Reservation as it is on most reservations. Public health nurses have not been able to get into the homes because of the lack of transportation for their home visits and conferences. Chest X-rays have been taken in some of the cases, but a complete survey and adequate followup have been impossible because of lack of an X-ray technician and lack of a rapid X-ray unit. One of these units was assigned to this area in the fall of 1953, but was never sent. Inquiries regarding this unit have been unsuccessful in locating it.

In order to combat the incidence of tuberculosis, a complete X-ray survey of the entire population must be made, providing a complete file on every person.

Among the infants and preschoolchildren, enteritis (diarrhea, dysentery) is a very prevalent disease. It was responsible for the greatest number of deaths in this group during the fiscal year 1954. Basically, this is due to a combination of factors, among which are poor home conditions, unsanitary surroundings, and contaminated water supplies. Prevention depends on improving hygiene and sanitation standards, better food, and better living conditions in general. Failure to give enough water to victims of enteritis increases the deaths.

Welfare.—No welfare workers or other personnel are stationed at the agency. Relief is handled by a committee of the tribal council working in conjunction with the county worker. Eligible members of the tribe participate in the categories of social security, old-age assistance, aid to the blind, and aid to dependent children under the Federal-State program. General relief costs are met from tribal funds. No gratuitous Indian Service funds are expended for welfare purposes.

O. PAPAGO INDIAN RESERVATION

Living conditions.—The Papago Indian Reservations include 2,855,000 acres. The population totals approximately 8,200 Papagos who live on 3 reservations. They have 73 widely scattered villages. Between 800 and 900 families maintain a very precarious livelihood from subsistence farming, small cattle holdings, the cutting and selling of wood, and seasonal off-the-reservation labor. This group consists of the uneducated, non-English-speaking people whose incomes range from a bare subsistence level downward. Their living conditions in many instances are primitive with poor housing and poor facilities.

Relocation and employment.—The Papago Development program has as its objective the establishment of the Papago Indian people on an economic level comparable to that of the rural population of southern Arizona. A family unit that meets the requirements and can adapt itself, through relocation, to a new life is furnished financial assistance. This assistance is provided if it is not able to make the expensive move on its own. A total of 124 persons were relocated in 1955, but it is too early to judge the results of the relocation program.

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The Arizona State Employment Service, through its Tucson office, has undertaken a program to make available to the people living on the Papago Indian Reservation all of the services provided by the Arizona State Employment Service. During the first 6 months the special program for the Papago Reservation was in operation, 56 applications were taken on the reservation. From July 1952 through December 1954, 537 new applications were taken. One hundred and twenty-two nonagricultural and 144 agricultural placements were made for those living on the Papago Reservation.

Law and order.—The juvenile court cases before the tribal court showed a total of 55 arrests in 2 years. There were 34 cases of intoxication as the most frequent offense. In cases before the juvenile court, there were 33 Indian cases, the largest number of cases were charges of drinking and fighting.

Education.—The total enrollment in all types of schools for the Papago Indian children is 2,090. One of the principal difficulties is the distances that have to be traveled daily by children going to day schools. There has been progress in increasing the number of children attending schools.

Health.—The health conditions among the Papago Indians is one of the acute problems. In 1947, a fire destroyed the Papago Hospital at Sells, Ariz. The hospital has not been replaced. A report has been submitted to Congress on the need for the restoration of this hospital as a factor in reducing the acute health problems on the reservation. This report appears in the appendix of this report.

Infant mortality on the Papago Reservation is extremely high. A survey of 260 children showed that 25 percent died before they reached the age of 1 year, approximately 40 percent died before they reached the age of 6, and 52 percent died before they reached the age of 18. This means on an average of 17 years is the life expectancy for Papago Indian children in comparison with a life expectancy of 69 years for the general population throughout the United States. Such a high death rate is unbelieveable in this era of modern health facilities and so-called wonder drugs.

A sustained health program must be inaugurated on this reservation as well as on others where such conditions exist to eradicate this high infant death rate.

P. PIMA INDIAN RESERVATIONS

The Pima area office has jurisdiction over four Indian reservations. They are: Gila River, Salt River, Fort McDowell, and Maricopa. The headquarters for the four reservations is located at Sacaton, Ariz., which is approximately 50 miles southeast of Phoenix on the Gila River Reservation.

The Gila River Reservation has an area of 372,000 acres and an Indian population of approximately 5,260 people. The Salt River Reservation includes an area of 46,000 acres and an Indian population of 1,290 people. The Fort McDowell Indian Reservation has approximately 25,000 acres and an Indian population of about 250. And the Maricopa Indian Reservation has an area of approximately 22,000 acres and an Indian population of 150. The total for the four reservations includes an area of approximately 465,000 acres and an Indian population of nearly 7,000 people.

Employment and relocation.—The Pima area field office of the Bureau of Indian Affairs has submitted an extensive report on reloca-

tion and employment projects to benefit Indians. The report on relocation appears in the appendix of this report.

The Employment Security Commission, Arizona State Employment Service, affiliated with the United States Employment Service, published, in March 1955, a booklet entitled "Expanded Services to Arizona Reservation Indians." It is a 36-page document covering its program of expanded services to reservation Indians in Arizona for the year 1954. This also appears in the appendix.

Law and order.—Currently there are only two policemen assigned to police the entire area. This is due to the limited appropriations for law and order activities. In addition, however, the Salt River Tribe employs a policeman on a part-time basis, payable from tribal funds. Likewise, the Gila River Pima-Maricopa Indian community employs extra policemen on special occasions.

The average non-Indian community employs an average of 1 law-enforcement officer for each 1,000 population. Based on an Indian population of 6,891, the need for 7 policemen is indicated. However, it is believed that 5 full-time policemen would be adequate.

The Gila River Pima-Maricopa Indian community has the only tribal court operation with an approved code which sets forth the offenses. The other three tribes have adopted this code as their own. Violators of the code are brought to Sacaton for trial and incarceration. The Gila River community employes its own judge and clerk of the court. Subsistence costs for prisoners are defrayed from court fines. The Salt River Pima-Maricopa Indian community has under consideration a code of offenses and will establish its own court in due time.

Relations with nonreservation law-enforcement officers, State, county, and municipal, are good. For example, the cities of Mesa and Chandler will hold overnight without charge law violators awaiting transfer to Sacaton. The Indian policemen work closely with outside law-enforcement officers. They report that the Federal Bureau of Investigation has been helpful and cooperative.

Testimony brought out that certain juvenile offenses were under the jurisdiction of the Maricopa County superior court, the Pinal superior court, the Tribal Court-Pima-Maricopa Indian county, and juvenile cases in Federal court. Although the statistics in themselves do not reflect a comparison, they do indicate the type of prevalent violations committed by Indian juveniles. Drunkenness and disorderly conduct are the most prevalent offenses. Among the Federal juvenile offenses, theft and burglary were the most numerous in criminal cases.

Education.—The most important element among the objectives of the educational program for the Pima Indians is the change from Indian Service-operated schools to attendance in public schools by all Indian children. More than 98 percent of the Pimas speak English and they are now accustomed to attending school. However, there are some problems affecting the Pima educational program which are included in the agency's report, which is included in the appendix.

Health.—The Pimas have a hospital at Sacaton with good equipment for surgery, but an ineffective surgical program due to insufficient funds for the support of a proper staff. The largest number of cases treated at the hospital were due to alcoholism. Indirectly, alcohol was found to be responsible for the high number of accident cases

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which were treated. Among the diseases, tuberculosis, diabetes, and infant diarrhea are the most numerous.

The Pimas have inaugurated a health and welfare committee which has contributed much to improve health conditions on the reservation. Again, however, the lack of funds for personnel and operations is a deterrent to a proper health program.

Welfare.—The Pimas have a welfare committee, which is composed of leading Indian men and women and represents each of the eight districts. This committee interprets the policies and services of the social service division to the Indians in the district. It brings the people's problems and needs to the social worker's attention. These are discussed at monthly staff meetings. Through counseling and other services, the worker seeks to help the family achieve a solution to its problems and make a satisfactory social adjustment. Protective services to children are also provided, when they are not available or provided by the State and local agencies.

Q. HOPI INDIAN RESERVATION

Living conditions.—The Hopi Indian Reservation, with headquarters at Keams Canyon, Ariz., is composed of a total of 330 Indians. They live in 12 villages and occupy 631 acres of land.

The Hopi Indians have an abiding social system based on a tradition of strong clan and family relationships.

The mean family income is less than $749 per year, with some families making as little as $250 a year and some earning as much as $1,500 a year. The living conditions of these families were found to be similar to those of families with comparable incomes on other Indian reservations.

Law and order.—It has been pointed out that, because of the strong clan and family relationships, juvenile delinquency on the Hopi Reservation is not as serious as some of the Indian reservations reported during the course of these hearings and studies.

During the past year, 8 boys and 1 girl appeared in the court of Indian offenses, 2 on charges of liquor violations and 6 on charges of disorderly conduct as a result of intoxication. Of this group, only 1 boy was under 16. Two were second offenders and were sentenced to 60 days in jail. Two were sentenced to 15 days in jail, and the others, including the 15-year-old, were released in their parents' custody. The parents were warned as to their responsibility.

The responsibility for maintaining law and order on the entire Hopi Reservation, which has a normal resident population of 3,300, is handled by 1 Indian policeman who is paid from gratuity funds. On special occasions, such as ceremonials and other tribal gatherings, he is assisted by deputies who are paid from tribal funds.

Education.—In the 1953–54 school year, there was an enrollment of 174 children at the Keams Canyon boarding school. This figure was increased to 224 for the 1954–55 year. School enrollment on the Hopi Reservation totaled 808 children. The enrollment in off-reservation schools in 1953–54 was 147 and, in 1954–55, 126.

Absenteeism on the Hopi Reservation has not been a serious problem. Attendance in schools has reached as high as 98 percent at certain periods. The lowest percentage of attendance seldom drops below 90 percent. The school is the center of the community and the people

are assisted by the principal in many ways. This helps to promote a mutual working relationship between the school personnel and the parents.

R. NEVADA INDIAN RESERVATIONS

There are 14 Indian reservations in the State of Nevada. They are as follows: Carson Colony, Yerington Reservation, Lovelock Colony, Reno-Sparks Colony, Winnemucca Colony, Yerington Colony, Duckwater Reservation, Fallon Reservation and Colony, Pyramid Lake Reservation, J. Walker River Reservation, Washoe Reservation, Yomba Shoshone Reservation, McDermitt Reservation, and Summit Lake Reservation.

At present there are approximately 5,000 Indians living on the 25 reservations and colonies in the State. Because of the remote distances from the reservations, there were no representatives from the various reservations and colonies at the hearings in Phoenix, Ariz. However, a report was submitted to the subcommittee which is included in the appendix of this report.

S. CALIFORNIA INDIAN RESERVATIONS

Living conditions and income level.—The Sacramento area office of the Bureau of Indian Affairs has jurisdiction over 116 reservations and rancherias in 33 counties in the State of California. About 15 are unoccupied at present. They vary in size from less than 1 acre to 87,000 acres. There are three subagencies. They are: the Hoopa Valley subagency located on the Hoopa Valley Reservation in Humboldt County; the Riverside subagency located in the Federal Building in the city of Riverside, Calif.; and the Palm Springs subagency located in the city of Palm Springs, Calif. There are more than one-half million acres of Indian trust land under the jurisdiction of the Sacramento area.

There are approximately 7,000 Indians who reside on the reservations and rancherias. They comprise approximately 1,400 families. It is estimated that an additional 4,000 Indians have interests in trust land in the State of California. There are many Indians residing in California, perhaps 20,000 to 25,000, who have practically no contact with the Bureau of Indian Affairs.

Since the various reservations and rancherias are widely scattered throughout the State and as the Bureau of Indian Affairs representatives are unable to make frequent contact with these people, it is not possible at this time to estimate accurately the number of Indians who are self-supporting nor the average annual income per family. In a previous report, it was estimated that the average income per family was $1,100.

With a few exceptions, however, the reservation resources are insufficient to support the Indians residing thereon and it is necessary that they secure employment off the reservation. The land is chiefly valuable for home sites.

In answer to Senator Langer's question as to what proportion of the Fort Yuma Indians are indigent, Leonard M. Hill, director of the area office, stated:

> A very high percentage at Fort Yuma are indigent. There are 1,100 people on the reservation, and the land, about three-fourths of it is irrigated agricultural land but it was allotted in 10-acre tracts about 40 or 50 years ago. The 10-acre

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size was too small for an economic unit and, in the meantime, we have this fractionation process by inheritance and it is difficult to hire any one of them to farm the tracts, and the whole reservation has deteriorated during the war because of a seepage problem.

Mr. Hill further testified that many Indians are not well situated financially and the general economic level of the Indians in California is very low. As a community, however, he stated that the Indians do not have the conditions of poverty and hopelessness that are found in many other areas where there are no opportunities for outside employment, such as in Arizona, New Mexico and the Sioux country. In the latter areas, the reservations are large and there are more Indians than there are jobs.

Law and order.—With the enactment of Public Law 280, 83d Congress, 2d session, criminal jurisdiction was transferred to the State of California so that the Indian Office no longer employs law-and-order personnel and no funds are made available for this activity. No statistics are compiled as to the incidence of juvenile delinquency and lawlessness on the reservation.

Testimony of witnesses at the Palm Springs hearings indicated, however, that law and order on the Indian reservations and rancherias in California presents a problem. Although some counties have increased their staff to assume jurisdiction over offenses committed by or against an Indian on Indian reservations, the Indian people testified that they are receiving very little attention from the county law-enforcement officials. Many acts of violence, crimes, and delinquencies committed transpire without action on the part of the county law-enforcement agencies. John Don Keller, district attorney for San Diego County, Calif., stated that although it may be inconvenient at times to notify law-enforcement agencies of criminal violations on the Indian reservations, the legal machinery is available to prosecute those who violate the law. He advised that if the law-enforcement officials are not fulfilling their duties and responsibilities, then the Indians could appear before the board of supervisors and point out the problem to them. He stated that he was sure the board of supervisors would act immediately to correct whatever difficulties may be brought to their attention.

Education.—All Indians in California attend public schools and their attendance is in compliance with the State law. The Bureau of Indian Affairs, under the Johnson-O'Malley Act, has a contract with the State of California which provides for the payment of $205,000 for the fiscal year 1955. The purpose of this payment is to supplement those school districts which have significant acreage of tax-free trust land and are otherwise in adverse financial condition. The Bureau does not maintain an Indian school census nor does the State compile the census on a racial basis. Since 1952, no California Indian pupils have been admitted to Bureau boarding schools, but most of those in attendance at that time have been allowed to complete their studies.

Health.—The program of the Bureau of Indian Affairs in California is actively directed toward the withdrawal of its supervision and services in keeping with the expressed intent of the Congress of the United States. In accordance with this policy, the Bureau has taken steps to transfer community service responsibilities to appropriate State and local agencies. Officials of the Indian Office expressed their

belief that the Indians are receiving fair treatment and that the service is equal or superior to that formerly provided by the Federal Government. This contention, however, was strongly resisted by Cruz Siva, member of the tribal council of the Los Coyotes Reservation. Mr. Siva, who is also a member of the Indian Congress of California, pointed out in his testimony that in many instances the Indians are not receiving services that a first-class citizen would expect.

The Indian Bureau does provide health services to the Indians in California. It is noted that the health conditions of the Indians in California are similar to those of the Indians in other sectors of the Southwest. The principal diseases are respiratory diseases (tuberculosis and pneumonia), skin diseases, including impetigo and scabies, arthritis, diabetes, rheumatic fever, venereal diseases, polio, measles, mumps, diarrhea, chickenpox, whooping cough and typhoid fever. The principal causes of death are tuberculosis, accidents (notably automobile and shootings), cerebral hemorrhage, cerebral thrombosis, and old-age complications.

The Indian service provides 2 hospitals, 2 tuberculosis sanatoriums, and 4 hospitals on a contractual basis. These comprise a total of 177 beds for the use of the Indian population in California. Testimony was introduced at the hearings to show that some of the Indians were not getting the same attention as those non-Indians who are serviced at the same hospitals. And, further, that more and more Indians are preferring to go to non-Indian hospitals for medical attention.

Welfare.—The Sacramento area office no longer has a welfare program, since the various counties in the State of California have assumed that responsibility. The Indian Office activities are limited to disbursements of funds of minors and incompetents. These are derived from the sale or lease of trust property. The Indian Office cooperates with State and county welfare officials, in connection with the disbursement of funds, eligibility for welfare assistance, the appointment of guardians and related problems. In the welfare program, therefore, the State of California is unlike the States of Arizona, New Mexico, North Dakota, and other areas which were considered by the subcommittee at the hearings.

IV. Conclusions and Recommendations

The Indian problem in the United States is not a new one and it is one that will confront the Federal Government and a number of the States for many years to come. A relationship of paternalism has evolved with the passage of time since the colonization of America began. The development of this relationship was the result of the changing ethical concept toward the exploitation of the Indian's lands and his acceptance as a human being.

While the Subcommittee To Investigate Juvenile Delinquency held hearings and studied the segment of the problem of juvenile delinquency among Indians, it was found that there are interrelated economic, social, and political factors that contribute to juvenile delinquency among the Indians living on the reservations and those enrolled with the Bureau of Indian Affairs of the Department of the Interior.

The subcommittee does not presume to have prepared a comprehensive study of the entire Indian problem. It does believe, however,

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that in the course of the four hearings in North Dakota, the hearings in Phoenix, Ariz.; Palm Springs, Calif.; and Washington, D. C., facts were brought out that warrant making certain recommendations. These recommendations, if acted upon, would go far toward reducing the incidence of juvenile delinquency among the Indian population. The incidence of juvenile delinquency was found in many instances to be higher among the Indians than among the non-Indian population of the United States.

It was found that poverty and economic want among Indian families have a causal relationship in contributing to delinquency among their children. While realizing that the task of raising the economic level of the thousands of Indian families is a formidable one, there are suggested plans which, if carried through, would contribute to that objective. The suggestions include:

1. An intensified relocation program to enable more families to leave reservations and locate where employment is available. Such a program should provide for both temporary economic aid which might be required by a family making such a relocation, and the guidance and counseling services which may be needed in making possible the family's adjustment to the changed environment.

2. The development of a comprehensive program providing for direct loans to Indians to enable them to secure the capital needed for farming and ranching enterprises.

3. Intensification of public employment services to stimulate more extensive employment opportunities for Indians. It is necessary to combat the resistance of many employers to hiring Indians.

4. The establishment of Federal and State work projects on or near Indian reservations.

5. The providing of better housing for the Indians. Both the Federal Housing Act and the Farmers' Home Act contain provisions which prevent those who are enrolled as Indians but do not live on the reservations from securing the benefits under those acts. The subcommittee recommends that these acts be amended so that such restrictions would be eliminated. It is urged that low-cost rental housing projects be undertaken on the reservations. The housing project put in operation by the Ute Indians in Colorado should be studied as a model project for all Indian reservations.

6. There is a need for more expeditious handling of land and lease transactions by the Indian Bureau. The delays have resulted in financial loss to the Indians.

7. Legislation should be enacted by Congress to deal with the problem of fractionated land interests. This would improve the economic condition of many Indians.

8. Study should be devoted to the problem of water supply in the Indian reservations. The lack of water for farming and ranching on the Pima Reservation has adversely affected the income of the Indians on that reservation. The area of this reservation once included some of the most fertile lands in Arizona which are now barren because of the loss of their prior water rights.

9. The economic status of the Colorado River tribes has been seriously affected by the Department of the Interior's legal interpretation as to the title to certain lands. The Colorado River tribes had considered that they held title to those lands since 1876, when reservation lines were determined by a series of Executive orders

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under an act of Congress passed in 1864. This cloud on land titles has prevented the Colorado Indians from obtaining valuable leases which would help to raise their income level.

The need for improved social and welfare services on the Indian reservations can scarcely be overemphasized. One of the greatest needs on the reservation is for expert community organization workers. Such personnel could aid in developing firmer and better organized leadership within the Indian group itself. The placement of such workers on reservations would be fully consistent with the democratic and desirable principle that people are best aided who are helped to help themselves.

There is also keen need for enlarged and invigorated child-welfare services. Many State welfare departments are attempting to give service on reservations but meager funds for this purpose result in a service which, where existent, is on a too little and a too late policy. Special Federal appropriations for the development of adequate child-welfare services on Indian reservations would, in the long run, save the still larger sums which will be required to pay the costs which will be involved in caring for neglected youngsters after they have become grossly inadequate adult citizens.

It is recommended that additional Federal appropriations be made to insure adequate community and child-welfare services on reservations. It is the view of the subcommittee that responsibility for the administration of these services should be shifted to the respective States. As rapidly as this can be accomplished, funds so appropriated should be allotted to the respective States for the development or to insure the continuation of such services.

It is essential, in connection with the welfare of both Indian youth and adults, that the States assume responsibility for the care of those mentally ill. It is recommended that the Indian Bureau enter into the appropriate agreements with States as rapidly as possible.

A serious lack was found in provisions for the granting of general economic assistance to families in real need. The recommendation has been made that additional funds be appropriated to meet that need. It is the opinion of the subcommittee that responsibility for the administration of such assistance should be transferred to the established public-welfare agencies of the several States as soon as the change can be made.

Adverse health conditions may contribute to juvenile delinquency in various respects. The subcommittee believes that greatly enlarging the scope of public-health programs should be a priority to improve the health of Indians on reservations. Recently the Bureau of Indian Affairs inaugurated, on an experimental basis, a health plan on Indian reservations in the State of Washington. The results have been gratifying and it is recommended that sufficient funds be appropriated to establish such a health plan for the benefit of the Indians on all the reservations throughout the United States. The need is especially apparent among the tribes in Arizona which show high incidence of tuberculosis and pneumonia.

It is recommended that the Indian Bureau encourage and propagate more effective action in determining the parentage and the ordering of support payments for illegitimate children. Passage by Congress of Senate bill 1955, better known as the runaway father's bill, would aid in this problem. It is also recommended that desertion by fathers

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be included in the so-called 10 major crimes covering Federal jurisdiction in the matter.

Additional funds should be appropriated to provide ambulances and mobile health units for those reservations in areas such as Arizona where the Indian settlements are remote from the Indian hospitals. The Indian hospital in the Papago Indian Reservation at Sells, Ariz., should be restored.

A number of the recommendations point to the need for new legislation at both the State and Federal levels, while other recommendations are directed at ways and means of improving coordination and teamwork among the tribal, State, Federal governmental, and other agencies and organizations dealing with Indian affairs.

Two of the very important governmental responsibilities toward the Indians are in the areas of education and the maintenance of law and order. They are both of paramount importance in relation to the problem of juvenile delinquency.

The carrying out of the responsibility for improving educational standards and the furthering of educational opportunities among the Indians would assist substantially in preventing delinquency among the Indian children. To achieve this objective in a practical manner, the subcommittee recommends:

1. Establishment of a comprehensive program which would provide for scholarships for Indian youth, similar to the educational provisions that have been offered under the veterans' benefits. This would enable them to pursue courses of advanced study and training.

2. Additional special courses in vocational and technical training should be provided in both public and Indian schools for adults as well as for youths residing on Indian reservations. This program should include part-time continuation school programs for those unable to attend full-time classes.

The subcommittee recommends that the Bureau of Indian Affairs provide immediate facilities for the education of the 6,000 Navaho children. These children are between the ages of 6 and 18 years, who have not as yet attended any school. Provision for schools is also necessary at certain other Indian reservations, even though they are not confronted with as serious a problem as that found at the Navaho Reservation.

The subcommittee is of the opinion that present efforts to transfer the educational activities of the Indian Bureau to State authorities are sound. If such cannot be accomplished under provisions of the Johnson-O'Malley Act, then special legislation should be enacted to achieve this goal.

Laxity in law enforcement contributes to crime and delinquency in both children and adults on Indian reservations. The Congress should consider Federal reimbursement to the States for the cost of administering law and order if and when the States assume jurisdiction over offenses committed by or against Indians on the reservations, under Public Law 280, which delegated civil and criminal jurisdiction over Indian lands (excepting jurisdiction relative to the so-called 10 major crimes) to the States in which these lands are located, if certain conditions relative to the assumption of such jurisdiction by the States were met. These conditions include the adoption of legislation by States necessary to the exercise of such jurisdiction.

In order to further improve law enforcement on Indian reservations, the subcommittee recommends that the following steps be taken:

1. Allocation of Federal funds to States to assist them in securing the enlarged personnel and additional facilities necessary to their assuming responsibility for law enforcement on Indian lands under Public Law 280.

2. Codification of Federal laws, including treaties and special agreements pertaining to American Indians.

3. Adoption, through legislative enactment, of uniform definitions as to "who is an Indian" and "what is Indian country."

It is the belief of this subcommittee that much could be accomplished through invigorated and extended efforts to bring into being a continuing program of community planning in relation to the local problems on each reservation area. Through such programs involving tribal, county, State, and Federal personnel and efforts, a variety of local activities might be stimulated. With reference specifically to youth, for example, such activities might include their participation in the programs of the Future Farmers of America, 4–H Clubs, and other programs. It might also result in the formation of other types of leisure time as well as in the provision of other recreational outlets.

The Indian Reorganization Act (84 Stat. 984) provided for the organization of Indians into tribal groups with constitutions and charters approved by the Department of the Interior. Not all tribes, however, were thus organized. Several difficulties have developed in these tribal organizations. One of the difficulties relates to questions regarding the effectiveness and adequate representation of the governing bodies on the several reservations.

It is recommended that a thorough reexamination of the Indian Reorganization Act and an evaluation of the self-governing operations of each Indian tribe be made in order to determine if further legislative action is necessary to correct the difficulties encountered.

The subcommittee believes that positive action upon a part of the foregoing recommendations would ameliorate those problems which were found to be contributing to delinquency among Indian children in the United States.

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APPENDIXES

APPENDIX 1

CONFERENCE WITH COMMISSIONER OF INDIAN BUREAU ON JUVENILE DELINQUENCY AMONG INDIANS, FEBRUARY 14, 1955

The persons attending the conference were Commissioner Glenn L. Emmons; Assistant Commissioner Selene Gifford; Miss Lucile Ahnawake Hastings, Branch of Welfare; Dr. James R. Shaw, Chief, Branch of Health; Richard Massey, Administration and Budgets; Rex Lee, Associate Commissioner; Peter N. Chumbris, associate counsel, United States Senate Subcommittee on Juvenile Delinquency.

The conference convened at 10 a. m. at the office of the Commissioner of the Indian Bureau. Commissioner Emmons made an introductory statement on behalf of his staff of their appreciation to the subcommittee for the hearings and investigations of Indian affairs and juvenile delinquency among Indian youth. He felt that constructive action could be taken in line with the recommendations submitted by the subcommittee.

A discussion followed on the 11-point program to alleviate the deplorable conditions within which the Indians lived on the various Indian reservations.

Each department representative was called on to give his department's thinking on the recommendations and the program they have in mind for future action.

Relocation

Relocation was the first subject explored. It was agreed that thus far the relocation in large cities has just begun to scratch the surface. Mr. Emmons noted our recommendation for increased funds for relocation and expanded facilities to induce the Indians to remain in the city. These suggestions were also noted for relocated families.

(*a*) A hospitalization and medical insurance plan for the Indian family, which would be operated through the Indian Bureau.

(*b*) Loans for temporary periods of difficulty for Indian families that are relocated.

(*c*) Consideration of a plan to relocate a large number of Indians with a $1,000 per head inducement for the Indian that goes to the city.

This would apply in areas where an economic survey shows that the area can support only so many families. In North Dakota it would require five to six thousand to be relocated.

This latter suggestion, which is rather unique under relocation programing, required considerable discussion. The question was asked by the Commissioner of North Dakota's attitude toward a migration of five to six thousands to another State. I could not answer for the people as to their desires in that matter.

The Commissioner agreed a program should be instituted in North Dakota requiring the measure of aid that was given to the Navahos and Hopis of Arizona-New Mexico, which were rather extensive.

It was also stated in the discussion on relocation that many Indians claim they return to the reservation because of the services afforded to Indians on reservations. However, the real reason seems to be the homesickness experienced away from the open reservation.

The Commissioner pointed out that a five-man board of a nonprofit corporation has been formed to obtain grants from foundations for studies of economic development on Indian reservations. This corporation will aid reservations as well as the Indian Bureau in determining how many families can be self-supporting on the various reservations.

Law and order

This topic was discussed thoroughly also. I explained the jurisdictional issue in North Dakota and the problems resulting therefrom. I pointed out the fact that 90 percent of the Indians are under Federal jurisdiction, and it will be sometime before the State could assume jurisdiction even if it chose to do so, because of the time element involved in amending the Constitution and enacting legislation at the following session of the State legislature. The balance of the 10 percent in Benson County, N. Dak., are in a legal dispute as to whether State of Federal jurisdiction exists. This question is now before the Supreme Court of North Dakota. Therefore, the Federal Government has a grave responsibility in improving the law-and-order problem on all reservations as well as those in North Dakota. Items that could use inquiry are:

(*a*) The great variation in maximum penalties in tribal courts in relation to State courts for the same offenses, for example:

Nonsupport: tribal court, 3 months; State court, 5 years; adultery: tribal court, 30 days; State court, 3 years; unlawful cohabitation: tribal court, 30 days; State court, 1 year.

These three differences are the most prevalent on the Indian reservations. The Indian Bureau could reevaluate these low maximum sentences. And where the law permits, issue new regulations rectifying the problem and on other reservations advise the Indian reservation council to amend these laws and regulations to be more in line with the State maximum penalties for similar offenses.

(*b*) The Indian Bureau, through its law and order officials in Washington, and the superintendents, could urge the law enforcement officers on each reservation and the tribal courts' judges toward greater efficiency even in the light of the difficulties of obtaining suitable appropriation.

(*c*) The Indian Bureau could urge the proper budget officials to present a stronger case before Congress of the absolute necessity of more funds for law and order on the Indian reservations.

Health

Dr. Shaw revealed improvement in health conditions in certain Indian reservations. He explained that the use of modern medicines and improved facilities had proven beneficial in Washington State. The plan will be carried out in all reservations within the bounds of available funds. It is to be noted that the subcommittee urged in its recommendations that such action be taken. Dr. Shaw states that in the future the rate of early death in Indians will decrease and come more in line with the non-Indian population. The national average for non-Indians born today is 69 years, while with Indians it is a low 17 years.

Welfare

The subject of welfare was fully explored, especially in the field of aid to dependent children, child welfare guidance, and community analysts. ADC was discussed in the light of difficulties in law and order in urging action for determination of parentage and the requiring of fathers paying support money for their children that they have abandoned. ADC on Indian reservations was the subject of much discussion in the North Dakota hearings. It was pointed out at this meeting that, although injustices and infractions do occur in ADC programs, the program is designed for humanitarian relief and it is a necessity for many Indian children as well as non-Indian children. This program is a nonsegregated program on a nationwide basis.

The Indian Bureau admitted that child welfare workers and community analysts were needed very much on the Indian reservations. Miss Gifford pointed out that increased appropriations for that purpose had made gains in the past few years and more social workers have been placed in the areas showing the greatest need. She admitted that all reservations and areas have a need for this type of service. Mr. Massey, the budget officer for the Bureau of Indian Affairs, explained the difficulties in acquiring appropriations over and above ceiling figures submitted to the Indian Bureau.

Education and recreation

The education program in some areas is more progressive than in others in dealing with Indian children. The problem of the Navahos and Hopis in being furnished sufficient and effective facilities is the greatest problem in the Nation. However, recently, greatly improved conditions seem on their way to fulfillment. The Navaho-Hopi rehabilitation program recently inaugurated and not yet in full force will greatly alleviate the intolerable condition of having over 13,000

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Indian children in Arizona's Navaho-Hopi Tribes almost completely without any form of education. The discussion of the State schools furnishing education to Indian children with Federal aid under the Johnson-O'Malley Act was significant in showing more children being taught in public schools. However, it was also pointed out that the Federal day schools and Federal boarding schools in some areas were a necessity because of the great distances from Indian reservations and settlements to some of the public schools. However, many of the Indian children attend Federal Indian schools because of social conditions at home and in the community rather than educational benefits.

Recreation

The subject of recreation was discussed also, as a means of affording activity to the youth and adults to cut down the leisure time which is a factor in combating juvenile delinquency and adult delinquency.

Conclusion

Commissioner Emmons, in trying to arrive at a workable solution, stated that the Indian Affairs Bureau will send its top specialists to North Dakota to meet with State officials and fully explore the North Dakota Indian problem. North Dakota will be used as a proving ground for proper projects to improve the conditions there which are applicable to Indians. Each department head was required to submit recommendations for such a project.

The meeting then discussed the proposed trip to North Dakota by Senator Langer and Commissioner Emmons. The purpose of the trip was to state the Indian Bureau's policy on reimbursement. The Commissioner pointed out that the Secretary of the Interior would have to be consulted as well as the Budget Bureau before definite policy could be determined. I urged the conference to take the psychological advantage inherent in having Senator Langer and the Commissioner advising the joint session of the State legislature on the Indian Bureau's policy on State assumption of jurisdiction and reimbursement by the Federal Government for such service.

The meeting closed with a discussion of the steps the Commissioner would like to take in obtaining immediate approval of Indian Bureau policy on the issue of reimbursement to the States for the assumption of jurisdiction.

Footnote

The Supreme Court of North Dakota on February 19, 1955, rendered a 3–2 decision holding that the State of North Dakota does not have jurisdiction over offenses committed by or against Indians in Indian country by virtue of 1946 Federal law. The result is that affirmative State legislature action must be taken for North Dakota to assume such jurisdiction. A discussion on this point is presented earlier in this report.

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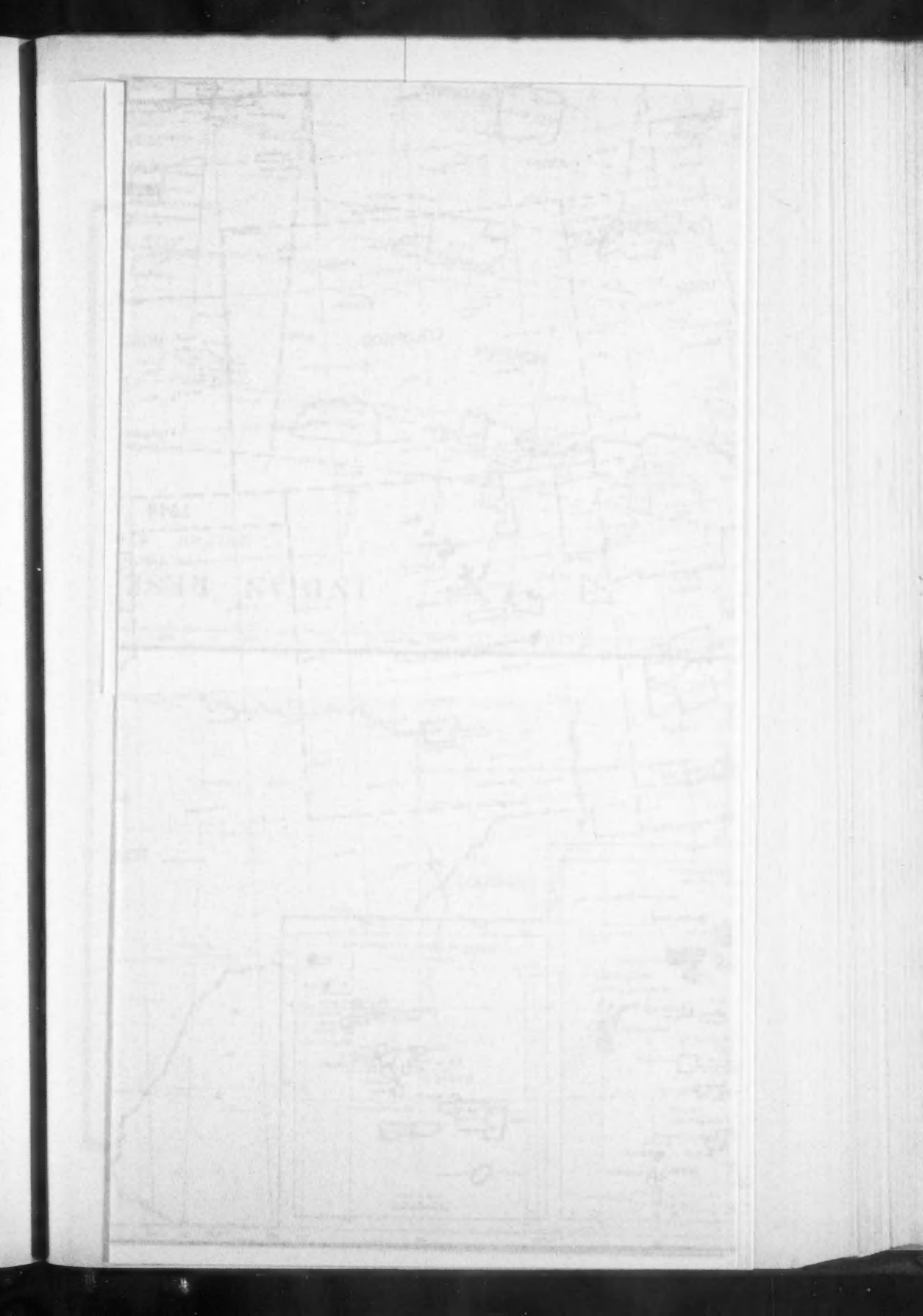
Appendix 2

Culture Areas and Approximate Location of American Indian Tribes Today (originally published by the Indian Arts and Crafts Board)



Culture Areas and Approximate Location of American Indian Tribes Today (originally published by the Indian Arts and Crafts Board)

ESERVATIONS
N THE =
D STATES
1948

LEGEND

- Indian reservations, tribal lands
- Rancherias and Indian reservations too small to show to scale
- Agency headquarters
- State capitals
- NAVAJO — Names of agencies and non-reservation schools and sanatoria. Also designates the reservation when the reservation name is the same as that of the agency

CANADA

NORTH DAKOTA
MINNESOTA
SOUTH DAKOTA
NEBRASKA
IOWA
KANSAS
MISSOURI
OKLAHOMA
ARKANSAS
TEXAS
LOUISIANA
WISCONSIN
MICHIGAN
ILLINOIS
INDIANA
OHIO
KENTUCKY
TENNESSEE
MISSISSIPPI
ALABAMA
GEORGIA
FLORIDA
SOUTH CAROLINA
NORTH CAROLINA
VIRGINIA
WEST VIRGINIA
PENNSYLVANIA
NEW YORK
MARYLAND

1. Probable Location of Indian Tribes North of Mexico About 1500 A. D. (**Indians of the United States** by Clark Wissler, late of the American Museum of Natural History, N. Y. Doubleday and Co., N. Y. C.)

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APPENDIX 3

REPORT ON CONFERENCE IN NORTH DAKOTA WITH STATE LEGISLATORS, BUREAU OF INDIAN AFFAIRS OFFICIALS, AND STATE OFFICIALS TO COORDINATE AND PROMOTE UNDERSTANDING OF PROBLEMS INVOLVED IN CURBING JUVENILE DELINQUENCY AMONG INDIANS IN NORTH DAKOTA

INTRODUCTION

Since the Subcommittee To Investigate Juvenile Delinquency held hearings on North Dakota Indian reservations in October 1954, numerous requests have been received from interested parties for aid in solving some of the problems of Indians in that State. Because any solution of these problems will require Federal and State legislative action, officials and legislators in North Dakota were anxious to discuss ways and means while the legislature was in session, otherwise action would be prolonged 2 more years, or until the legislature meets in 1957.

The North Dakota Indian Affairs Commission, through its executive director, Mr. John B. Hart, specifically requested that Senator William Langer and Senator Estes Kefauver make possible the loan of staff members of the subcommittee for a few days to confer on Indian problems in North Dakota. Senators Langer and Kefauver, after conferences with officials of the Bureau of Indian Affairs and officials of North Dakota, including Gov. Norman Brunsdale, all of whom urged action and asked for the help of the subcommittee, took the matter up with the subcommittee. It was decided to send Mr. Peter N. Chumbris, associate counsel, and Mr. Floyd A. Jensen, investigator, to North Dakota to confer and advise regarding the findings of this subcommittee during its research and hearings on juvenile delinquency among Indian children. Subsequent conversations with officials in North Dakota revealed the feeling on their part that the hearings held by this subcommittee had done much to promote understanding and generate constructive action toward final settlement of Indian problems. Staff members were deeply impressed with the fine cooperation and willing effort shown by members of the North Dakota Legislature and State officials.

A supply of copies of the subcommittee's Indian hearings were taken along for distribution to interested officials and the members of the legislature. Copies of bills now before the United States Senate, concerning Indians, were also taken along so that the legislature might know what is being done in Washington.

CONFERENCES IN NORTH DAKOTA

Upon reaching Bismarck, N. Dak., Mr. John Hart was contacted and he immediately began planning meeting with State officials and interested State legislators over a 5-day period. By request of the subcommittee, Mr. Robert Beasley of the Bureau of Indian Affairs was in attendance to answer questions and explain Bureau policy.

Discussion of Indian matters with many legislators [list attached], members of the North Dakota Indian Commission, and State officials brought out forcefully that immediate action is needed, with Congress and the State legislature working on needed legislation to transfer jurisdiction. The State is willing to legislate, but must have the cooperation of the Bureau of Indian Affairs, as well as Congress, to resolve the problems of Indians in North Dakota. In some cases simultaneous action is needed. This is pointed up by the present status of law and order on the Fort Totten Reservation. The congressional act of 1946 ceded jurisdiction over Indian offenses to North Dakota, but the State has refused, to a large extent, to exercise this jurisdiction, because of constitutional limitations and the lack of necessary legislation.

Mr. William Mills, assistant United States attorney, related several recent instances involving law and order on reservations, which have created dissension between Indian and non-Indian residents. He pointed out that a Supreme Court decision last November in the McLean County case held that Indians committing offenses in Indian country, even though on deeded land, are not subject to State jurisdiction, and, as a result, Indians are going unchecked in matters of law and order. Two recent breaking and entering cases at Fort Yates, involving juveniles, have caused a good deal of resentment among non-Indian residents. It has come to the point, he related, that citizens are threatening to use guns to protect their property and carry guns for personal protection. He said that present law-enforcement policies do not deter violators and that juvenile control is lax, there being no facilities for handling juveniles who get in trouble.

The report and recommendations of the subcommittee, with special reference to Indian matters, were discussed with Mr. Mills and he agreed that the carrying out of these recommendations would be a proper approach to the problem of improving the lot of the Indians, and curbing juvenile delinquency among them in North Dakota.

These recommendations and the report of the subcommittee were discussed with many legislators in private discussion groups and all agreed that the efforts of the Subcommittee To Investigate Juvenile Delinquency had done much to pinpoint specific problems on reservations in North Dakota, and these recommendations, if carried out, would do much to alleviate present conditions among Indians, which contribute to juvenile delinquency.

On Monday, February 7, 1955, staff members of the subcommittee met in conference with Gov. Norman Brunsdale, Mr. Carlyle Onsrud, executive director of the North Dakota State Welfare Board, and Mr. John B. Hart, executive director of the North Dakota Indian Commission. At that time ways and means of presenting the problems of the Indians to the legislature were discussed, as well as necessary steps that must be taken to secure action. Governor Brunsdale pointed out that pending the rendering of a decision by the North Dakota Supreme Court, definite action would be difficult to propose. This decision involves whether the 1946 congressional act gives North Dakota jurisdiction over offenses committed by or against Indians on the Fort Totten Reservation, or whether the State of North Dakota must amend its constitution or enact legislation to assume jurisdiction. It was pointed out and all agreed that there is little use asking the legislature to enact laws to assume jurisdiction if the Federal Government is not willing to reimburse the State for expenses incurred in enforcing the laws on reservations. Governor Brunsdale was wholehearted in his support of efforts of all concerned, and offered his full support and cooperation.

Following this conference, Mr. Hart and Mr. Onsrud contacted legislative leaders, who proposed a meeting of all interested parties. All lawmakers from Indian counties were asked to attend, as well as members of welfare committees and State officials on the Indian commission.

Mr. Chumbris, of the subcommittee staff, was voted the privilege of the floor, after being introduced by Mr. Joseph Wicks, representative from Sioux County. It was also announced that members of the staff of the subcommittee were in attendance to aid the legislature with problems of Indians.

On Tuesday, February 8, 1955, staff members met with 34 members of the legislature and the following members of the North Dakota Indian Affairs Commission: Mr. Hart; Mr. Onsrud; Mr. T. H. H. Thorson, assistant attorney general; Mr. Bert Leire, representing Mr. Matt Dahl, commissioner of agriculture and labor. Mr. Robert Beasley, of the Bureau of Indian Affairs, was present to explain Bureau policy.

This conference was highly productive, in that, for the first time members of all interested bodies were brought together to discuss problems and seek a mutual understanding. Keen interest was shown in the subcommittee's work in North Dakota and some time was consumed in an explanation by Mr. Chumbris of the findings and recommendations of the subcommittee. Although, as was explained, this subcommittee's primary concern is the field of juvenile delinquency, all agreed that in the problems of juvenile delinquency among Indians, all aspects of their life enter into the picture.

Mr. Thorson gave a full discussion of the conflict of jurisdiction between State and Federal laws and discussed the possible results of various decisions the Supreme Court might render concerning constitutionality of existing laws. He listed several possibilities but was of the legal opinion that the constitution of the State would have to be amended to enable the State to assume jurisdiction legally. This amendment would have to be initiated by the legislature while it is still in session or by petition of the people. In either case, it will have to be voted on by the people of the State. This all takes much time, and ways and means of expediting the action were discussed. Legislators present agreed to promote action in their bodies when and if proper procedure could be decided.

Various suggestions and recommendations discussed during this meeting, which lasted 2 days, are detailed below:

1. The Johnson-O'Malley Act may be amended to include law and order. This act provides for the reimbursement of States for expenses of educating Indian children in public schools and other purposes.

2. It was suggested that an outline of procedure contemplated by all interested parties be prepared so that the various activities may be coordinated. Thereby each party, State officials, Indian Bureau, Indians, and all others may know what each is doing.

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3. Mr. Beasley recommended that the joint study undertaken 18 months previously by the Bureau of Indian Affairs, North Dakota State Welfare Board, and the North Dakota Indian Affairs Commission be completed and validated. He claims the State has not gone through with its part of the study and this must be done before action can be taken by his agency. State officials expressed concern over the fact that the Indian Bureau must have study after study and survey after survey, yet never accomplishes objectives. Mr. Hart expressed the opinion that his agency would not cooperate with Mr. Beasley's recommendation at the present time.

4. Because of the great differences in maximum penalties prescribed by State, Federal, and Indian laws, Mr. Chumbris explained, Indians are reluctant to have jurisdiction placed with State authorities. This would subject them to greater penalties for offenses committed and this fact is a great deterrent to cooperation in the overall termination of Federal authority. Since most of the penalties in Indian law were originally set up by the Bureau of Indian Affairs, some felt that they should make an effort to revaluate and equalize penalties prescribed by that law.

5. Several suggestions were made and much discussion was had concerning appropriations for law and order on reservations. Local authorities and legislators said that the money allotted for law and order is far too little in relation to total appropriations for the Indian Bureau. Mr. Beasley blamed Congress for allowing only so much and he said that the Indian Bureau could only do what Congress allowed money for, in the matter of law enforcement.

6. Congress should allow compensation for States assuming jurisdiction over Indians. This money could be allowed on a taxable land basis or by direct negotiated grant. At the present local authorities are loath to assume jurisdiction because they are not sure of being reimbursed. If there were a definite basis for allowing for this reimbursement, it is felt the States would be more willing to pass legislation to assume jurisdiction.

7. Discussion pointed to the fact that many people in the State feel that the Bureau of Indian Affairs should review its law and order policies, especially in relation to the sufficiency and competency of personnel.

8. The Attorney General should review and examine the Federal Juvenile Delinquency Act as it applies to Indian youth on reservations.

9. Representative Rhode raised the question of differentials in payments to school districts under the Johnson-O'Malley Act. This leads to general feeling of discrimination by some districts. All agreed payments do not cover the cost of education.

10. Representative Fine of Benson County related how non-Indians are rebelling at the general disregard of Indians for law and order, on and off the reservation, especially around Fort Totten.

11. The economic plight of Rollette County was discussed by Representatives Solberg and Dunlop and Senator Berube, should the State assume jurisdiction over all Indians in North Dakota. They said that it would be economically impossible for the county to carry the load without compensation from the Federal Government. This same concern was expressed by all legislators from Indian counties.

12. The present Bureau relocation program was discussed, but, it was agreed, the present program is inadequate. While it is accomplishing some good, it but scratches the surface at the present time.

13. It was generally agreed that juvenile delinquency is of growing concern on Indian reservations and that a combination of remedies must be used to better the lives of Indians, in order to curb delinquency.

Agreement resulting from these meetings was informal but definite action was promised along several lines. First of all, it was agreed that Judge Lundberg and interested legislators would get together with the Attorney General to draw up a constitutional amendment to be submitted to the legislature before adjournment, thereby clearing that stumbling block as expeditiously as possible. Since the return of staff members to Washington, word has been received that this has been done. It is felt that when the constitutionality of jurisdiction is finally decided, and the State is empowered, thereby, to create legislation designed to make Indians, eventually, full-fledged citizens of the State, the process of termination of Government wardship will be materially speeded.

It was decided by the legislators present at the conferences to draw up and introduce a resolution memorializing Congress to consider legislation to relieve affected counties by grants or some other means of reimbursement. It was generally felt that the State will not assume jurisdiction without repayment.

Finally, the consensus of opinion, during the meeting in North Dakota, showed that officials are aware that children growing up under the conditions they experience on the reservations in North Dakota, cannot help but be handicapped in facing life in our modern society. In getting at the problems of juvenile delinquency among Indians, more and more people are becoming cognizant that practically all aspects of Indian life and environment contribute toward the high rate of delinquency. Unless living conditions can be changed and laws enforced there will be an ever-increasing flow of Indians to institutions.

CONCLUSION

Generally, perhaps the greatest result of the hearings held in North Dakota in October 1955, is a better understanding by more people of problems in all categories. The American people have long been known to correct inequities visited upon minorities, but first they must know about these inequities. The people of North Dakota look to Congress to provide the leadership in correcting the unhealthy conditions which exist on Indian reservations there. It seems those who live close to the problems become oblivious to the need for change, and, as related before, often there is definite antipathy and resentment.

Mr. Montell C. Parks, social worker for the Bureau of Indian Affairs, praised the efforts of the subcommittee in bringing bad conditions to the attention of officials. He cited the example of the Fort Yates jail, in which juveniles as well as adults were and are incarcerated. Subcommittee hearings brought the filthy conditions in this jail to the attention of higher officials and as a result it is being cleaned up and rebuilt to conform to standards. He said that, as a result of the hearings, a definite effort is being made to provide foster home care and decent detention facilities for juveniles.

Mr. John Hart was very explicit in his praise of the help the subcommittee has given in North Dakota. He said the presence of staff members in Bismark gave him the opportunity to get legislators interested and anxious to do something constructive.

Although Mr. Beasley of the Bureau of Indian Affairs would not commit the Bureau to a policy of reimbursing localities for policing reservations, he agreed that this should be done and would have to be done, but, that it is a matter for Congress to decide.

Staff members of the Subcommittee To Investigate Juvenile Delinquency were impressed with the sincere efforts of North Dakota State officials, State senators, and State representatives. It is felt that the meetings held in Bismarck February 7 to 11, 1955, did much to coordinate thinking regarding Indian problems. It is hoped and felt that concrete results will be forthcoming. A constitutional amendment will clear the way for eventual assumption of jurisdiction by North Dakota over law and order on reservations. It is believed that thinking has been crystallized to the point where all parties know what must be done individually and that each knows where it fits into the picture.

Finally, results of the conferences were gone over with Governor Brunsdale and he expressed optimism concerning future developments. He conveyed thanks to the subcommittee for the aid received in promoting action.

Staff members wish to thank all North Dakota legislators and officials for the courteous and friendly treatment received while in their capitol.

NOTES

The following telegram was received by Senator William Langer:

[Night letter]

FEBRUARY 12, 1955.

Hon. WILLIAM LANGER,
Senator from North Dakota,
Senate Office Building, Washington, D. C.

Chumbris did excellent job. Resolution for State constitutional amendment regarding Indian jurisdiction will be introduced February 21. Supreme court promises decision this week. My opinion State legislature will insist on reimbursement for expenses before accepting jurisdiction. Thanks for your interest and for making Chumbris available for large number of legislative committees. Legislature appreciates excellent work done by you, Kefauver, and Chumbris in law-enforcement area.

JOHN B. HART,
Executive Director, North Dakota Indian Affairs Commission.

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The Supreme Court of North Dakota has handed down a decision concerning jurisdiction under the present constitution, over offenses on Indian reservations. In a 3-to-2 decision they say that North Dakota does not have and cannot assume jurisdiction under the present constitution.

The following is a list of persons conferred with concerning Indian problems in North Dakota:

Gov. Norman Brunsdale
Lt. Gov. C. C. Dahl
Mr. Walter Moen, administrative assistant to Governor
Mr. Carlyle Onsrud, executive director, North Dakota State Welfare Board
Mr. John B. Hart, executive director, North Dakota Indian Affairs Commission
Mr. M. F. Peterson, superintendent of public instruction
Mr. T. H. H. Thorson, assistant attorney general
Mr. Robert Beasley, Chief of Welfare Branch, Bureau of Indian Affairs
Mr. W. O. Roberts, area director, Bureau of Indian Affairs
Mr. Harold Schunk, superintendent, Consolidated Indian Agency, Belcourt, N. Dak.
Mr. L. O. Lay, relocation officer, Bureau of Indian Affairs
Mr. William Danner, State legislative counsel
Mr. Len Janke, assistant director, North Dakota State Welfare Board
Judge Arthur Lundberg, district judge, Grafton, N. Dak.

The following legislators attended meetings, or were conferred with:

Senators: Phillip A. Berube, Oliver E. Bilden, Carrol E. Day, Ralph Dewing, Clyde Duffy, Orville W. Hagen, William Kamrath, Clyde Kieley, Reinhart Krenz, John Kusler, John Leier, R. E. Meidinger, Emil T. Nelson, Mrs. Harry O'Brien, C. W. Schrock, Iver Solberg, R. M. Steibel, Harry W. Wadeson, and Richard E. Wolf.

Representatives: Ralph Adamson, Ralph Beede, George Berntson, Lee Brooks, Ed. N. Davis, Charles O. Dewey, Orin L. Dunlop, Jerrol P. Erickson, James O. Fine, K. A. Fitch, Walter Fleenor, Gottleib Frank, C. G. Fristad, Adam Gefrey, Ernest R. Hafner, Harry H. Heller, C. H. Hofstrand, R. H. Hornbacher, Walter Kitzman, Raymond Lee, Arthur Link, Oliver Magnuson, Hjalmer Nygard, T. O. Rhode, Halvor Rolfsrud, Oscar Solberg, Joseph Wicks, and Harold Ziegler.

A delegation of Indians attended meetings. One group was from Sioux County and one from the Fort Berthold Reservation. Also the county officials from Sioux County attended conferences.

APPENDIX 4

JUSTIFICATION FOR $200 MILLION APPROPRIATION FOR THE AMERICAN INDIANS, STATEMENT BY SENATOR WILLIAM LANGER BEFORE THE UNITED STATES SENATE

Mr. President, this year, Congress will appropriate $3½ billion to take care o people outside of the United States of America. It is incumbent upon the Con gress, therefore, to appropriate $200 million to properly service the needs of the American Indians living on reservations throughout the United States. It is a fitting commentary that year after year we are failing to appropriate sufficient sums to care for these native Americans as to their health, education, social welfare, employment, relocation, loans for housing, and chances to earn a decent income.

The United States Senate Subcommittee To Investigate Juvenile Delinquency has held hearings in four areas in North Dakota on or near the Standing Rock Indian Reservation, Fort Berthold Reservation, Turtle Mountain Reservation, and Fort Totten Indian Reservation. Hearings were also held in Phoenix, Ariz., and Palm Springs, Calif., which covered Indian reservations in New Mexico, Arizona, California, and parts of Colorado, Utah, and Nevada. During the course of these hearings, much evidence was received in the form of testimony, charts, schedules, and statistics pointing to the great needs and problems of the Indian people. A detailed report will be submitted to the Congress on the findings and recommendations as a result of these hearings and other material gathered by the staff through research.

However, in the interim, it is necessary to submit this report to justify an appropriation of $200 million for the raising of living standards and general welfare of the American Indian.

HEALTH

In the field of health, we find that the Indians in practically every part of the country are suffering from chronic and contagious illnesses. Statistics show that the tuberculosis rate of the Indians is 121.1 per 100,000 as compared to 22.5 per 100,000 of the total population of the United States. The pneumonia and influenza death rate among Indians is 114.9 per 100,000 as compared to 31.3 per 100,000 of the total population. Further, it should be noted, that there were 91.7 deaths of Indians under 1 year of age per 1,000 births, as compounded to a rate of 31.5 per 1,000 live births of non-Indians. A survey of the Papago and Navaho Indians shows that the infant mortality rate in those 2 reservations was approximately 50 percent. The life expectancy of the American Indian is 17 years as compared to the national average of 69 years.

One of the greatest needs to improve the health conditions of the American Indian naturally, is more money, hygienic facilities, hospitals, and clinics. Doctor Shaw of the Health Branch of the Bureau of Indian Affairs has stated that in a recent program inaugurated in the State of Washington, astounding improvement was shown in the health of the Indians in that State. With comparable funds, that amazing improvement can be realized in the 25 remaining States that contain Indian reservations.

EDUCATION

It is unbelievable that in this country, where we taken great pride in our public-school educational system, that on the Navaho Reservation in the 1942–43 school year, out of 28,000 children between the ages of 6 and 18, less than 6,000 attended school. With the passing of the Navaho-Hopi Rehabilitation Act, there are now 22,751 children from the ages of 6 to 18 in school, and the remaining number who are not in school are expected to enroll within the next year or so.

This is one perfect example of remarkable results when Congress acts to remedy a crying need, as it has done in its rehabilitation program for the Navaho and Hopi Tribes. Testimony on the Papago Reservation shows that 60 percent of the Papago Indians do not speak English. Statistics such as these are reflected on Indian reservations throughout the country.

WELFARE

One of the greatest needs on the Indian reservations is for expert community counselors and qualified welfare workers. Many State welfare departments are attempting to give service on reservations, but meager funds for this purpose result in a service which, where existent, is on a "too little and too late" basis. Special Federal appropriations for the development of additional child-welfare services on Indian reservations would, in the long run, save the still larger sums which will be required to pay the costs which will be involved in caring for neglected youngsters grown into adult liabilities of the community.

The Indian Bureau has pointed out that the child-welfare workers, in many instances, are unable to do any counseling whatsoever, because of the limited staff and the main duties performed are only the processing of applications for welfare.

RELOCATION

Much has been said of the advantages of relocation of the American Indian from the overcrowded reservations to areas where they can obtain year-around employment and better housing. However, the program is grossly inadequate and the services rendered to the relocated families are ineffective because of the very small appropriation for such purposes. It is a known fact, that since the relocation program has started, there has been, in the past years on the various Indian reservations, such an increase in the birthrate that the relocation program doesn't noticeably reduce the number remaining on the reservations.

Another great need in the relocation program is to assure the Indians who are relocated, that they will receive the services that are provided for them on the reservation, until they are able to adjust themselves to their new environment. This would greatly reduce the number (30 percent) who return to the reservations because of the lack of these services outside of the reservations.

LAW AND ORDER

One of the biggest problems on the Indian reservation is that of effective law and order. In a recent congressional report on Indian affairs, a very pertinent observation was made on law and order which gives a clear picture of the situation

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on any Indian reservation. The need for adequate law and protection is urgent. While the tribes are making commendable effort to cope with the situation, much still remains to be done. The existing conditions contribute to lawlessness, a breakdown of morals and morale, and an increase in delinquency, which becomes a great burden upon the people.

In 1951 the Indian Bureau requested of Congress and the Budget Bureau an appropriation of $1,400,000 for its law-and-order program. It was cut down to approximately $350,000. Imagine a law-enforcement program being cut down to approximately one-fourth of what it asks for. Imagine Washington, D. C., having a police force reduced by 75 percent in the face of increased need for protection. What could we expect here? Testimony from Police Officer Pat Nelson on the Navaho Indian Reservation revealed that they need 38 additional police officers, plus 20 additional vehicles to transport them over the 25,000 square miles they are supposed to cover.

In North Dakota we found the same crying need for law-enforcement services. In a hearing before the subcommittee it was testified that one officer takes care of all Indian reservations in Montana and part of Wyoming. Testimony divulged also that because of the insufficient funds for personnel and facilities, only the more serious offenses can be dealt with.

POOR LIVING CONDITIONS AND LOW INCOMES

Testimony adduced in North Dakota, Arizona, and California before the Juvenile Delinquency Subcommittee pointed to the primitive living conditions under which the Indians live. Imagine a mother and father and 13 children living in a 1-room cottage with no flooring, no utilities, no water, and no sanitation.

It took only a little money appropriated by Congress in 1954 for the Ute Mountain and Southern Ute Tribes to make it possible for the Utes, in the southwestern corner of Colorado, to construct model three-bedroom bungalows for all the families. These homes are comparable to the fine homes that the average American workingman lives in. This is another indication of what an adequate appropriation from Congress can do for the bettering of the lot of American Indians.

The low income level of the Indian is reflected in statistics which show that some Indian families receive an annual income from all sources as low as $400 per family a year. $1,200 or more per family is in the minority. In comparable areas the non-Indian family's income is usually $2,500 or more per year.

Certain Indian reservations have been fortunate, through Government and private activities, to be located near industries which afford year-round jobs for the Indian people. An extension of such a program is greatly needed to raise the income level of the average Indian family.

Ability to obtain loans for housing, farming, or ranching seems to be one of the greatest difficulties that face the American Indian. Testimony is replete with instances where he is unable to qualify under the existing Federal loan program. Congress must consider a direct loan program for the Indian as was recommended by many witnesses at these various hearings.

In conclusion, since all of the above factors have an impact on Indian youth and delinquencies of the young people and their general welfare, it is the direct responsibility of Congress to see to it that a $200,000,000 appropriation is made available immediately for the relief and elevation of living standards of our American Indians.

APPENDIX 5

There are three main periods of Indian relations with the United States Government. In reality these periods represent the different policies pursued by the Government in dealing with the Indians.

1. Period of extermination and later dispersal and dissemination. When extermination of the Indians proved too costly, the Government attempted to remove their cultural identity by forced attendance at nonreservation schools, etc.

2. Period of return to reservation and Indian culture. This period began in 1923 and was almost a complete reversal of former policy. Indians were taught only enough to get along with white men and emphasis was placed on Indian lore and crafts. Land was added to the reservations and it was thought that the preservation of tribal society would be best.

3. The modern period. This period began in the thirties and contains some of the concepts of both previous periods. The goal is to increase the Indians' interest and understanding in the outside world and better his chances of competing with other Americans. Tribes are encouraged to organize and build their own govern-

ments on local level. The Indian Service is geared to eventual relinquishing of Federal participation in Indian affairs.

APPENDIX 6

Average annual income for Indian families

Arizona: San Carlos Reservation	$750
California: Various	1,100
Florida: Seminole Reservation	1,000
Mississippi: Choctaw Reservation	775
Montana: Blackfeet Reservation	2,639
New Mexico:	
Navaho Reservation	300
Pueblo Reservation	800
Apache Reservation	1,000
North Dakota:	
Fort Berthold Reservation	1,290
Turtle Mountain Reservation	750
Fort Totten Reservation	750
Standing Rock Reservation	500
Nebraska: Winnebagos	1,000
Oklahoma: Alabama Coushatta	1,300
Oregon: Klamath	5,000
South Dakota:	
Pine Ridge Reservation	1,290
Cheyenne Reservation	1,620
Washington: Port Madison	800
Wisconsin: Winnebagos	980

APPENDIX 7

An interesting study of the records of 301 Indians from the Turtle Mountain Reservation was made by the North Dakota Employment Service in cooperation with the Placement Service of the Bureau of Indian Affairs. This study and the conclusions drawn from the study are as follows:

"Aptitude testing, counseling, and interviewing has indicated that the Indian is not predominantly an agricultural worker. Results of tests indicate that he fits into about the same occupational pattern as any other group of people. Actually, experiences in employment further prove these indications.

"Based on a survey made by Howard Welch, placement officer, Turtle Mountain Reservation and Ed Hanks, interviewer III, Rugby office of the North Dakota State Employment Service, we find that there is a very definite trend from agriculture to construction and railroad maintenance. This survey covered the work experience of 301 Indian workers from 1946 to June 30, 1952. A tabulation was made of jobs held by each.

Industry	1946	1947	1948	1949	1950	1951	1952
Agriculture	220	218	211	204	135	54	34
Construction (road building, dams, general)	23	41	52	57	122	192	128
Railroads	4	3	3	4	12	31	61
Manufacturing (mining)	3	3	1	3	11	15	5
Army [1]	39	10	9	10	1	1	1
Service (garages, hospitals, retail and wholesale trade)	12	13	14	14	9	5	4
Total	291	268	290	292	290	298	233
No record [2]	10	13	11	9	11	3	1
Grand total	301	301	301	301	301	301	301

[1] Army breakdown is necessary to account for all time of individual to 1946.
[2] No record was necessary to account for new entrants into the labor market since 1946, many of which were previously students.

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"There are several reasons why the trend toward nonagricultural employment has taken place:

"1. In early years of Indian placement, local offices directed attention to seasonal agricultural employment;

"2. Nonagricultural employment provided regular hours and longer periods of employment;

"3. Eligibility for unemployment compensation during periods of unemployment; and

"4. Most nonagricultural employment made it possible for the worker to live with his family.

"CARL F. FRYHLING,
"State Director, North Dakota State Employment Service."

APPENDIX 8

There are three distinct types of Indian courts:

1. *Traditional courts.*—These are the oldest recognized courts and operated under unwritten law and as occasion demanded. Pueblo and Hopi Indians still use this type of court.

2. *Courts of Indian offenses.*—These courts operate under a Code of Federal Regulations. Judges are appointed by superintendents of the reservations with the approval of two-thirds of the people. Cost of court and Indian police is borne by Indian Bureau.

3. *Tribal courts.*—Tribes organized under the Indian Reorganization Act may have tribal courts. These courts are organized by the tribes and operate under laws specifically designed for that tribe and adopted by that tribe.

Domestic relations among Indians have been left pretty much to tribal control through their own courts. The Interior Department has recognized the authority of tribal courts with relation to questions of paternity, marriage, divorce, and other domestic matters. Juvenile matters on the reservation are the concern of the Indians only. The inheritance laws of the country make the recording of custom marriages mandatory.

Jurisdiction over crimes committed in Indian country has been left with the Federal Government as a general rule because it is recognized that the very people living close to the Indians are often their worst enemies and it is important that in order for the Federal Government to protect its wards, it must have jurisdiction.

APPENDIX 9

Penalties for violating certain laws in the North Dakota State courts and in Indian tribal courts

Violation	Maximum tribal sentence	Maximum State sentence	Maximum Federal sentence
1. Nonsupport	3 months	5 years	Condition or parole.
2. Adultery	30 days	3 years	3 years.
3. Fornication	25 days	30 days	6 months.
4. Unlawful cohabitation	30 days	1 year	
5. Kidnaping	6 months	20 years	Death.
6. Convey venereal disease	3 months	Conditional probation	
7. Bigamy		5 years	
8. Incest		10 years	
9. Sodomy		do	
10. Attempted rape		½ of life sentence	20 years.
11. Assault to commit rape		5 years	Do.
12. Attempted murder	6 months	½ of life sentence	3 years.
13. Receiving stolen goods		5 years	Do.
14. Forgery		10 years	5 years.

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APPENDIX 10

States which contract with the United States Commissioner of Indian Affairs under authority of the Johnson-O'Malley Act of 1934 (48 Stat. 596)

State	1948			1949			1950		
	Expenditure	Pupils	Cost	Expenditure	Pupils	Cost	Expenditure	Pupils	Cost
Arizona	$49,955	1,490	$33.53	$54,930	1,455	$37.75	$105,500	1,857	$56.81
California	233,900	1,863	102.18	281,575	1,861	151.30	322,000	2,017	159.64
Idaho [1]	37,000	490	75.51	39,828	503	79.16	[2]	618	[2]
Minnesota	167,150	1,739	96.10	226,910	1,973	115.00	288,000	1,883	152.94
Montana	212,380	2,835	74.91	212,380	2,906	73.08	288,188	3,135	91.92
Nebraska [1]	47,126	261	182.88	48,220	266	181.27	48,220	276	174.71
Nevada	91,700	868	105.64	95,600	866	110.39	100,400	1,012	99.20
North Dakota	33,420	476	70.21	33,420	299	111.77	33,420	270	123.77
Oklahoma	280,000	7,636	36.66	320,633	6,908	46.26	320,000	7,691	41.60
Oregon	37,630	444	84.75	37,630	502	74.96	53,650	525	102.19
South Dakota [1]	71,151	740	96.15	70,850	740	95.74	87,889	662	132.76
Texas	6,000	108	55.56	6,000	108	55.56	18,000	101	178.21
Washington	90,000	1,928	46.67	90,000	1,892	47.55	120,700	2,031	59.42
Wisconsin	61,000	645	94.57	166,685	1,098	151.80	225,000	1,114	201.97
Iowa [1]	3,241	16	202.56	3,360	18	186.67	3,505	17	206.18
Kansas [1]	9,122	95	96.02	9,125	106	86.08	11,500	138	83.33
New Mexico [1]	20,208	201	100.53	13,810	251	55.02	17,400	270	64.44
Utah [1]	11,918	127	93.84	12,200	182	67.03	15,500	166	93.37
Wyoming [1]	16,390	111	147.66	16,400	162	101.23	20,300	170	119.04

[1] States in which local school districts contract with the United States Commissioner of Indian Affairs.
[2] State contract, figure unavailable.

Sources: Library of Congress, material supplied by the Bureau of Indian Affairs; Statistical Supplement to the Annual Report of the Commissioner of Indian Affairs; Rex Lee as Acting Commissioner of Indian Affairs, June 13, 1951.

A COMPARISON OF PROBABLE PROCEDURES AND OUTCOMES UNDER PUBLIC LAW 874 WITH PRESENT PROGRAM UNDER JOHNSON-O'MALLEY OKLAHOMA STATE EDUCATION CONTRACT

JOHNSON-O'MALLEY PROGRAM	PUBLIC LAW 874
State does not deduct any State aid to any district because of payment under contract.	State did deduct half the amount received from Federal Government in computing aid due from State when payments were previously made to districts by Indian Service. State officials' deductions may again be made if any Federal agency again starts distributing funds directly to districts.
State department determines amount due each district under formula which allows more money to poorest districts.	Public Law 874 funds would be paid direct to local districts without regard to local needs. The richest districts would benefit most.
Federal payments are justified by the fact that wherever lands are tax exempt an increased cost is placed on State due to equalization program.	Public Law 874 is based on loss of local taxes and not increased State equalization payments. Loss of local taxes is not a problem in most rural areas, since this loss is replaced through equalization payments.
State department of education assists local districts in preparing budget for expenditure of contract funds and supervises expenditures.	Funds would be paid out on formula basis and no one would have opportunity to supervise expenditures.
Approximately $50,000 of present contract funds are set aside to meet special needs; e. g., nonrecurring equipment, hot lunches, transportation, etc.	No flexibility has been allowed under Public Law 874.

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JOHNSON-O'MALLEY PROGRAM	PUBLIC LAW 874
The Indian Bureau and State education department have cooperated on many problems such as attendance, health, surveys, post-high-school education, boarding school enrollment (especially where transportation would remove the need).	Lack of contractual relationship would remove most of the incentive for such cooperation and would mean that at best 3 instead of 2 agencies are involved in complicated problems involving interagency responsibilities.
The State department of education has been able to insist on home visitation as a means of promoting school attendance and has made this a condition for receipt of aid. It has also arranged for aided districts in two counties to cooperate in employment of attendance officers.	The State department of education would have little to do with distribution of funds under Public Law 874 and could do nothing in the way of bringing about better attendance of Indian pupils.
In fiscal year 1954, 500 pupils will stay at 3 boarding schools and attend public schools.	The initial special needs for equipment, buses, etc., could not have been provided under Public Law 874.
Practically every rural public school with a significant proportion of Indian children has a hot lunch program which in turn promotes better attendance and achievement.	The poorest districts where lunches are most needed would not receive enough tax replacement money to operate a lunch program.
Contract funds are justified on a statewide basis, taking into account increased State contributions because of tax-exempt lands. With full agreement between State and Federal officials, the funds can and are being used where needed.	Very few districts in Eastern Oklahoma would qualify under Public Law 874 since the real problem is poverty rather than lack of local tax receipts. The computation of pupils living on tax-exempt lands would necessitate a large group of Federal employees, resulting in increased administrative cost and less efficiency.
Distinct progress was made when the Indian Bureau ceased dealing directly with local districts and began working through the State department of education.	To go back to such payments by another Federal agency would be anything but progress. The new Federal agency would have to secure part of its information from the State officials and part from the Indian Service as to landownership, thus creating a cumbersome problem and system.
The present Johnson-O'Malley Act contract results in enrichment of the minimum program in most needy districts, providing better school libraries, hot lunch programs, better teachers, physical education and playground equipment, modern desks and other equipment, etc.	Funds under Public Law 874 would be allotted to schools regardless of need, if Indian pupil's parents resided on federally owned property.

APPENDIX 11

(From Indian Education, vol. 251, March 15, 1954, published by Branch of Education, Bureau of Indian Affairs, Washington 25, D. C.)

HOLDING POWER—A SCHOOL PROBLEM

All schools are faced with the problem of children leaving school—the problem increases with age and grade of the student. The problem is not unique to Federal schools. Throughout the country only one-half of all the students who enter high school remain to graduate. And at the present time, only three-fourths of the country's youth of high school age are attending school. Two recent reports received in this office shed light on the holding power of Indian schools and point up some of the problems involved when students quit school.

How do Federal Indian schools compare with public schools in the holding power of students?

This question is answered in part in a progress report [1] of January 1954 of the guidance bureau of the University of Kansas. The study is based on data collected during the fall achievement testing program conducted by the Bureau of Indian Affairs and the University of Kansas in the Albuquerque and Phoenix areas in 1951. Achievement tests were given in all Federal schools of the two areas and in most public schools where Indian children were in attendance. The results show:

Public schools held 95.6 percent elementary and 30 percent high school white students.

Public schools held 49 percent elementary and 13 percent high school Indian students.

Federal schools held 84 percent elementary and 42.5 percent bigh school Indian students.

The reader should bear in mind that these results do not reflect the holding power of all public schools in the Albuquerque and Phoenix areas as only public schools with substantial Indian enrollments were asked to participate in the achievement testing program.

What can be learned from students the schools fail to hold?

Mr. Henry Balliet, boys' adviser, Cheyenne Agency, S. Dak., provides many of the answers to this question in a thesis prepared for the University of North Dakota. Since many of the facts revealed by this study have implications for other schools in the service, a condensation of the entire study is given in the pages which follow.

HILDEGARD THOMPSON,
Chief, Branch of Education.

A SURVEY OF HIGH SCHOOL DROPOUTS AT CHEYENNE AGENCY, S. DAK., DURING A 4-YEAR PERIOD

1. Dropouts returning questionnaire, 90.
2. Period studied, 1949 through 1953.
3. Problems to be answered:
   (*a*) Who are the dropouts?
   (*b*) What are their attitudes toward education?
   (*c*) What are their interests?
   (*d*) What are their plans for the future?
4. Cheyenne River holding power from grades 9 to 12 is one-fifth of United States average.
5. Dropouts have a larger percentage of deceased parents than the general student body.
6. Average education of dropouts, 9 years.
7. Average education of parents of dropouts, 7 years.
8. 55.5 percent of dropouts are 4/4 Indian, 14.43 percent of dropouts are 3/4 Indian, 18.87 percent of dropouts are 1/2 Indian, 11.1 percent of dropouts are 1/4 Indian; 41.9 percent of 1952–53 student body are 4/4 Indian, 17.2 percent of 1952–53 student body are 3/4 Indian, 25.2 percent of 1952–53 student body are 1/2 Indian, 12.5 percent of 1952–53 student body are 1/4 Indian.
9. 1.11 percent of dropouts quit school at the age of 13, 7.77 percent of dropouts quit school at the age of 14, 6.66 percent of dropouts quit school at the age of 15, 48.84 percent of dropouts quit school at the age of 16, 12.21 percent of dropouts quit school at the age of 17, 14.43 percent of dropouts quit school at the age of 18, 8.88 percent of dropouts quit school at the age of 19.
10. Present occupations of dropouts:

	Percent
Unemployed	52. 17
Helping at home	14. 43
Housewife	8. 88
Farm labor	7. 77
Common labor	4. 44
Odd jobs	4. 44
Babysitting	3. 33
Waitress	2. 22
Ranching	1. 11
Changed schools	1. 11

[1] The Effect of Pre-School Language on the Educational Achievement of Indian and White Children in the Southwestern United States.

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To find out why there were so many unemployed, inquiries were made among former employers. These answers were received:

(*a*) He did not stay on the job.
(*b*) Was not on job when needed most.
(*c*) Took several days off without notice.
(*d*) Was not dependable.
(*e*) Quit after first pay day.

	Percent
11. Length of time dropouts have held present position:	
3 months or less	11
6 months	4
1 year	4
2 years	3
12. Reasons for dropping out of school:	
Difficulty at home	19
Failed in studies	16
No interest in subjects	15
Disliked dormitories	15
No reason	11
Help at home	10
To accept a job	9
To join Armed Forces	7
Illness	5
Trouble with teachers	4
Trouble with matrons or advisers	4
Too old	3
Interested in marriage	3
Parents transferred	1
Expelled from school	1
Homesick	1
13. Time of year dropouts quit school:	
End of year	61. 05
During year	38. 85
14. Subjects liked best by dropouts:	
Shop	24. 42
Agriculture	17. 76
Home economics	16. 65
Bookkeeping	8. 88
English	8. 88
History	5. 55
None	5. 55
Mathematics	5. 55
Typing	3. 33
Science	3. 33
15. Subjects disliked by dropouts:	
English	33. 3
None	31. 08
Mathematics	17. 76
Science	7. 77
Bookkeeping	3. 33
Biology	2. 22
Psychology	2. 22
Home economics	2. 22
16. Subjects dropouts would like to take which were not offered:	
None	71. 04
Farm shop	11. 10
Shorthand	6. 66
Auto mechanics	6. 66
Electricity	2. 22
Typing [1]	1. 11
Bookkeeping [1]	1. 11
17. What dropouts liked best about school:	
Being with others	29. 97
Athletics	21. 09
Extracurricular activities	14. 43

[1] Now offered.

			Percent
17. What dropouts liked best about school—Continued			
Dormitory life			11. 10
The feeling of achievement			5. 55
Shop			4. 44
General classwork			4. 44
Agriculture			3. 33
Nothing			2. 22
Band			1. 11
Typing			1. 11
No preference			1. 11
18. Preference as to boarding or day school:			
Boarding school			71. 04
Day school			26. 64
None			2. 22
19. Number of dropouts who attended other schools:			
Yes			65. 49
No			34. 41
20. Whether high school had helped dropouts:			
Yes			79. 92
No			19. 98
21. Whether dropouts would complete high school if they were of school age:			
Yes			93. 24
No			6. 66
22. Responses of dropouts if it were wise to quit school:			
Yes			14. 43
No			85. 47
23. Responses as to whether they would have finished if they could have lived at home:			
Yes			24. 42
No			75. 48
24. Number whose parents encouraged them to finish schooling:			
Yes			78. 81
No			21. 09
25. Number who received encouragement to finish from other than parents:			
Yes			93. 24
No			6. 66
26. Attitude of the dropouts toward educational facilities available to them:			
Subjects taught are interesting to the average student:			
Yes			26. 64
No			73. 26
Need more vocational training:			
Yes			94. 35
No			5. 55
State should support the school rather than the Federal Government:			
Yes			3. 33
No			96. 57
Education is an opportunity for everyone:			
Yes			-----
No			99. 9
27. Favorite recreation of dropouts:			
Movies			33. 3
Dancing			21. 09
Rodeos			16. 65
Sports			9. 99
Hunting			9. 99
Church activities			8. 88
28. Smoking and drinking among dropouts:			
Do you smoke?	*Male*	*Female*	
Yes	39	31	77. 7
No	9	11	22. 2
Do you drink?			
Yes	28	20	53. 28
No	20	22	46. 62

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	Percent
29. Spare-time activities of dropouts:	
Personal chores	44. 4
Visiting	15. 54
Reading	13. 32
Horseback riding	11. 10
Sewing	6. 66
Loafing	3. 33
Odd jobs	2. 22
Traveling	1. 11
Writing letters	1. 11
Babysitting	1. 11
30. Future plans of dropouts:	
None	59. 94
Ranching	18. 87
Military service	7. 77
Further education	4. 44
Marriage	3. 33
Mechanics	2. 22
Build a good house	1. 11
Go to a trade school	1. 11
Plan to do nothing	1. 11

Summary

CONCLUSIONS

1. The largest percentage of school leavers of the Cheyenne River Boarding School are of the 16-year age group and the majority of students discontinue their education after completion of the eighth grade. Apparently, the compulsory attendance law accounts for both of these findings.

2. A serious problem exists regarding the attraction of the students to rodeos in the surrounding area. Because of it, the enrollment is considerably lower in the early weeks of school and the students reporting several weeks late interfere with the school program and with the progress of the students themselves.

3. Less than half the dropouts are employed. Those who have work are practically all in low-paid positions without either future or security.

4. The majority of respondents who are employed have not been in their positions more than 1 year. Their opportunities are few and most of those are of the common labor type.

5. The dropouts considered show a higher average number of years of education per individual than that of their parents.

RECOMMENDATIONS

1. Recognition of trouble in the early school years is of prime importance. Little can be done after a student reaches the age of 16 and has been dissatisfied in school for several years. If action is taken in time, certain adjustments can be made for these pupils that will forestall the development of these undesirable attitudes.

2. Introduce a high-school rodeo, well supervised, to be held about 5 or 6 weeks after the beginning of school, designed to satisfy the urge of the students to attend or participate in rodeos. Qualifications for participation must include a certain standard of grades, attendance, and conduct.

3. More careful investigation should be made regarding who is entitled to receive aid from the Federal Government. Without this aid, more of the able-bodied people would support themselves.

4. Little can be done for these unfortunate people after relations with the school have been severed. Occupational information should be made available to all students while they are in attendance. The importance of selecting the right job for a certain individual cannot be stressed too strongly.

5. School officials should work to gain parent confidence as well as student confidence. They should be informed about the school program, the aims of the school relative to their children, and helped to understand the advantages of a high-school education for their children. The most impressive way of doing this would be through home visits by the proper school employees.

CONCLUSIONS	RECOMMENDATIONS
6. The parents of the subjects have an indifferent attitude toward the school.	6. Plan a school organization which will bring parents and staff members together for the purpose of working out problems which concern the students. Better informed parents will tend to improve the relationship between the school and the home. Encourage parents to visit the classrooms.
7. Failure in academic work is a common reason given for quitting school.	7. More effective means must be found for determining the interests, abilities, and limitations of the pupils and this information should be used in planning each individual's program.
8. Economic need is the cause for approximately 10 percent of the dropouts from Cheyenne River Boarding School.	8. Provisions should be made whereby needy students may work part time at the school or in the nearby community if they are willing. Inform all students of this service so that they will feel free to request assistance rather than drop out of school because of lack of finances.
9. Vocational subjects are more interesting to the majority of students than academic courses. Pupils taking all academic subjects are more apt to get discouraged than those who take both vocational and academic courses.	9. Revise the curriculum to include both vocational and academic courses. Seek to identify student aptitudes and interests.
10. About 51 percent of the school leavers dislike either English or mathematics.	10. Teachers should be informed of this large percentage disliking certain subjects, if they are not already aware of it. Then there must be staff agreement as to the steps to be taken to correct the difficulty. Grade-school teachers should work together toward arousing student interests in these subjects which are first introduced in the early school years.
11. Social contact with fellow students, athletics, dormitory life, and extracurricular activities are most popular as favorite activities of the school leavers.	11. Continue and expand the recreational program to include more variety in activities, especially educational functions such as literary clubs and musical organizations.
12. Seventy-one percent of the school leavers express their preference of boarding-school life.	12. More Indian youth should be exposed to the many valuable educational experiences connected with living in dormitories. Even though the percentage of day school students is small, provisions should be made to include all students in attendance. This would equalize opportunities and would improve the attendance situation.
13. There is considerable changing from one school to another among the high school dropouts.	13. School administrators of the schools of a vicinity should work out some sort of agreement whereby students could not change from one school to another during the school term without a reasonable explanation, such as moving to a different locality.
14. The Sioux benefit is not always used to the best advantage.	14. The Sioux benefit should be reserved for them until after the completing of high school or the 21st birthday (rather than the 18th). In addition to this, the money should be allotted as necessary for educational purposes or for some provident investment.

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CONCLUSIONS	RECOMMENDATIONS
15. There is definite need for a more extensive guidance program.	15. A guidance program should be organized which will reach all the pupils in all their areas of need. It should include all school-age children whether in school or not; especially those of high-school age. Many more may be persuaded to come to high school or to take up some type of apprenticeship. Also under an efficient guidance program, potential dropouts may be identified and appropriate action can be taken before the student decides to leave.

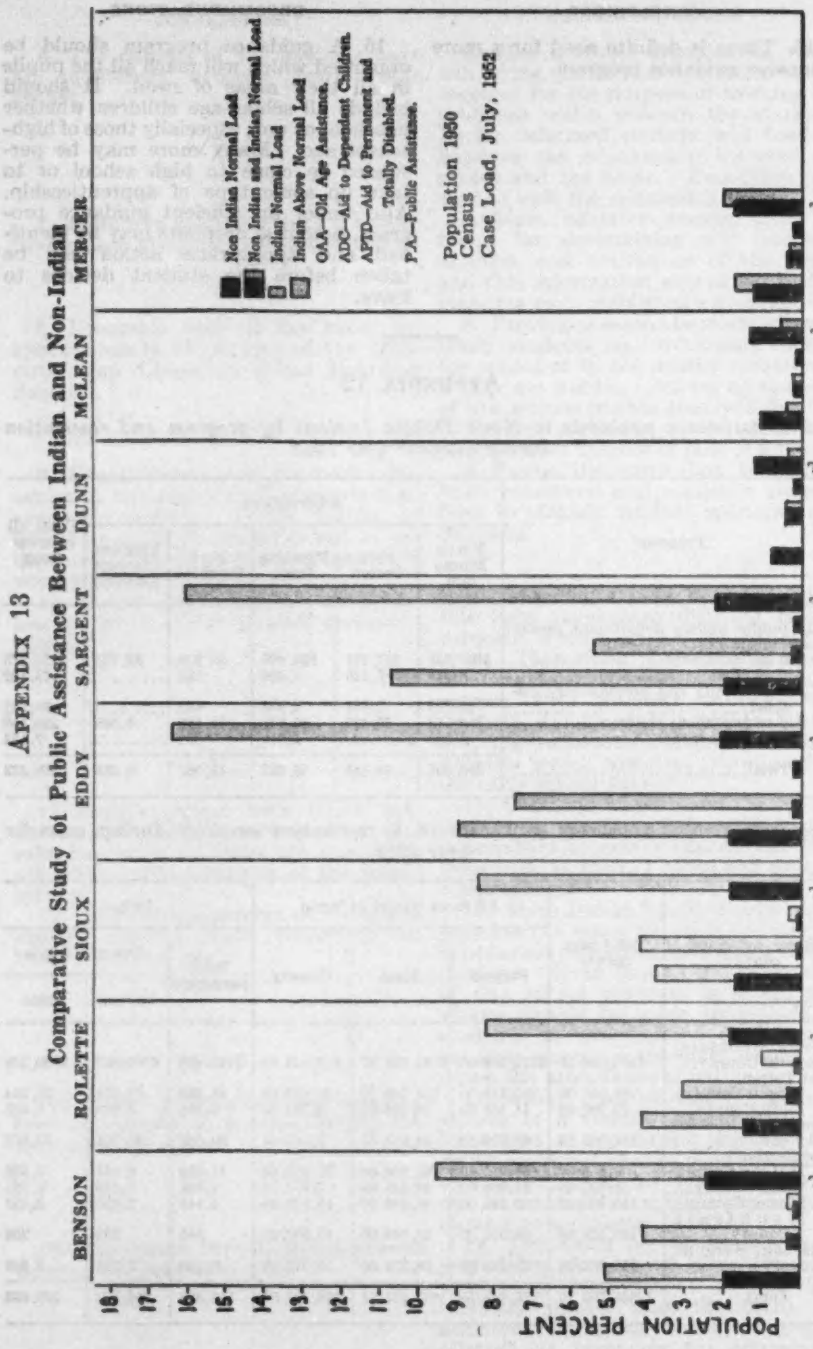
APPENDIX 12

Public assistance payments to North Dakota Indians by program and reservation during calendar year 1952

Program	Reservations					Total, all reservations
	Turtle Mountain	Fort Totten	Standing Rock	Fort Berthold	Sisseton (Sargent County)	
State public welfare department public assistance:						
Old-age assistance	$106,155	$37,131	$28,400	$4,939	$2,753	$179,378
Aid to blind	8,641	2,136	1,825	500	----------	13,102
Aid to totally and permanently disabled	25,222	1,857	2,978	685	----------	30,742
Aid to dependent children	165,110	52,422	45,845	13,189	3,582	280,148
Foster-home care	5,180	----------	1,619	354	----------	7,153
Total	310,308	93,546	80,667	19,667	6,335	510,523

Aggregate public assistance payments in 9 reservation counties during calendar year 1952

Reservation and county	Total payments	All races, source of funds			Indian		
		Federal	State	County	Total payments	Source of funds	
						Federal	State
Turtle Mountain, Rolette County	$409,034.55	$212,952.00	$183,253.87	$12,828.68	$310,308	$169,952	$140,356
Fort Totten:							
Benson County	288,066.00	139,741.00	123,843.00	24,482.00	88,388	51,034	37,354
Eddy County	92,961.00	44,486.00	29,226.00	9,249.00	5,158	3,248	1,910
Standing Rock, Sioux County	114,203.70	61,639.50	49,517.37	3,046.83	80,667	46,794	33,873
Fort Berthold:							
McLean County	189,806.00	85,915.00	81,986.00	21,905.00	11,033	5,463	5,570
Dunn County	65,090.00	34,998.00	22,215.00	7,877.00	2,646	1,519	1,127
Mercer County	116,960.00	56,252.00	45,588.00	15,120.00	5,443	2,886	2,557
Mountrail County	145,524.00	68,989.00	57,948.00	18,587.00	545	339	206
Sisseton, Sargent County	144,057.00	70,441.00	58,574.00	15,042.00	6,335	3,325	3,010
Total	1,565,702.25	775,413.50	652,151.24	128,137.51	510,523	284,560	225,963



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APPENDIX 14

UNITED STATES DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington 25, D. C., April 14, 1955.

Hon. ESTES KEFAUVER,
Chairman, Senate Subcommittee on Juvenile Delinquency,
Washington, D. C.

MY DEAR MR. KEFAUVER: In compliance with the request of the subcommittee at a recent hearing, there is submitted herewith an estimate of the amount of money needed to do an adequate and effective job of amintaining law and order on Indian reservations.

As brought out at the hearing before your subcommittee, law-enforcement work on many Indian reservations has been unsatisfactory and continues to grow worse. Funds appropriated in recent years have not permitted the employment of even a minimum staff on these reservations where the problemof law enforcement is critical, and the lack of funds for travel expenses, operating expenses, and replacement of wornout equipment has prevented an effective job by the staff we have.

The estimate enclosed is a revision of one presented to the Senate Committee on Appropriations at the committee's request in 1950. (See hearings before a subcommittee of the Committee on Appropriations, U. S. Senate, 81st Cong., 2d sess., p. 2.) The enclosed estimate has been revised so that it represents the needs on those reservations where law-enforcement conditions have been unsatisfactory for lack of funds or where the tribes have protested use of their own funds for enforcement of departmental regulations. No request has been included for funds to be used on those reservations where the Indian tribes themselves are willing and able to use, and are using, tribal funds to defray the costs of law enforcement.

The estimate includes funds for the law-and-order activity under the education and welfare services appropriation and for jail and courtroom facilities under the construction appropriation.

LAW-AND-ORDER ACTIVITY

The present estimated need for adequate law enforcement on Indian reservations is $1,330,700. However, this estimate is reduced by $123,000 for the fiscal year 1956 due to anticipated delay in recruiting new personnel, leaving the appropriation required in 1956 at $1,207,700. Since the regular budget estimate, now before the Congress, includes $337,070 for law-enforcement work, an additional amount of $870,630 will be required to enable the Bureau to meet the full need for the fiscal year 1956. This amount includes $207,115 for nonrecurring equipment required for the first year (1956) of the accelerated program which will be substantially reduced for future years.

The estimate includes the sum of $50,000 to be used for the purpose of lending financial assistance to Klamath County, Oreg., in the law-enforcement program on the Klamath Indian Reservation. The act of August 15, 1953 (67 stat. 588), conferred civil and criminal jurisdiction over that reservation on the State of Oregon. Klamath, County, which is charged with the responsibility of enforcing the laws of Oregon on the Klamath Reservation, has advised the Bureau that it will need financial assistance in the amount of $140,000 between July 1, 1955, August 13, 1958, to discharge this responsibility, and in connection with juvenile delinquency. No formula has been worked out nor agreement reached between the Bureau of Indian Affairs and the county to serve as the basis for determining the amount of financial assistance which should be given to the county. The amount of $50,000 is considered adequate to furnish the assistance in fiscal year 1956 on whatever basis may be agreed upon.

CONSTRUCTION, JAIL AND COURTROOM FACILITIES

Lack of facilities for incarceration of prisoners is a serious handicap to law enforcement and where no facilities are available law enforcement becomes an almost impossible task. It is estimated that an amount of $1,416,450 is needed to provide these facilities for the accelerated law-enforcement program on Indian reservations. The enclosed statement indicates the location where the facilities are needed.

Sincerely yours,

ORME LEWIS,
Assistant Secretary of the Interior.

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Bureau of Indian Affairs: Statement of requirements for law-and-order activities on Indian reservations for fiscal year 1956

	Personal services												Expenses and equipment					Total
	Special officers			Police, GS-4		Judges (ungraded)		Court clerks, GS-3		Jailers, GS-3		Cooks, GS-2	Cars		Equipment	Travel and other	Jails, care of prisoners	
	Grade	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount				
Alaska	1 GS-11, 1 GS-9.	2	$14,424											2	$2,800		$5,376		$22,600
Aberdeen:																			
Area office	GS-11	1	6,340											1	1,400	$260	2,500		10,500
North Dakota:																			
Devils Lake	GS-7	1	4,205	2	$6,350	1	$1,000			1	$2,950			3	4,200	95	3,800	$5,000	27,600
Fort Berthold	GS-7	1	4,205	9	28,575	3	3,000	2	$5,900	1	2,950			10	14,000	570	10,800	5,000	75,000
Standing Rock	GS-7	1	4,205	10	31,750	3	3,000	2	5,900	1	2,950			11	15,400	595	11,800	6,000	81,600
Turtle Mountain	GS-7	1	4,205	4	12,700	2	2,000	1	2,950					5	7,000	145	5,800	6,000	40,800
South Dakota:																			
Cheyenne River	GS-7	1	4,205											1	1,400	220	1,800		7,625
Crow Creek	GS-7	1	4,205	2	6,350	1	1,000							3	4,200	145	3,800	1,500	21,200
Lower Brule				2	6,350	1	1,000							2	2,800	150	2,000	1,500	13,800
Pine Ridge	GS-7	1	4,205	5	15,875					1	2,950	1	$2,750	6	8,400	270	6,800	3,000	44,250
Rosebud	GS-7	1	4,205	6	19,050	1	1,000	1	2,950	1	2,950	1	2,750	7	9,800	270	7,800	1,500	52,275
Sisseton	GS-7	1	4,205											1	1,400	145	1,800	2,000	9,550
Subtotal		10	44,185	40	127,000	12	12,000	6	17,700	5	14,750	2	5,500	50	70,000	2,865	58,700	31,500	384,200
Billings:																			
Area office	GS-11	1	5,940											1	1,400	160	2,500		10,000
Montana:																			
Blackfeet	GS-7	1	4,205	2	6,350									3	4,200	395	3,800	2,500	21,450
Crow	GS-7	1	4,205											1	1,400	95	1,800		7,500
Fort Belknap				3	9,525	2	2,000	2	5,900					3	4,200	325	3,000	3,000	27,950
Fort Peck	GS-7	1	4,205											1	1,400	95	1,800		7,500
Northern Cheyenne.				2	6,350	1	1,000							2	2,800	150	2,000	2,000	14,300
Wyoming:																			
Wind River	GS-7	1	4,205											1	1,400	95	1,800		7,500
Subtotal		5	22,760	7	22,225	3	3,000	2	5,900					12	16,800	1,315	16,700	7,500	96,200

Gallup:																		
Arizona:																		
Navaho	1 GS–11, 5 GS–7.	6	26,965	41	130,175			5	14,750	5	14,750	6	15,500	30	42,000	860	45,000	20,000	310,000
New Mexico:																		
United Pueblos	GS–7	3	14,750											3	4,200	250	7,500	5,000	31,700
Subtotal		9	41,715	41	130,175			5	14,750	5	14,750	6	15,500	33	46,200	1,110	52,500	25,000	341,700
Minneapolis:																		
Area office	GS–11	1	6,340											1	1,400	135	2,500		10,375
Minnesota:																		
Red Lake				3	9,525	1	1,000	1	2,950	1	2,950			3	4,200	200	3,000	2,000	25,825
Subtotal		1	6,340	3	9,525	1	1,000	1	2,950	1	2,950			4	5,600	335	5,500	2,000	36,200
Phoenix:																		
Area office	GS–11	1	6,340											1	1,400	160	2,500		10,400
Arizona:																		
Colorado River	GS–9	1	5,060											1	1,400	140	1,800		8,400
Hopi	GS–7	1	4,205	4	12,700	1	1,000	1	2,950	1	2,950	1	2,750	5	7,000	245	5,800	3,000	42,600
Papago	GS–7	1	4,205	5	15,875	2	2,000	2	5,900	1	2,950	1	2,750	6	8,400	220	6,800	3,000	52,100
Pima	GS–7	1	4,205	4	12,700	1	1,000	1	2,950	1	2,950	1	2,750	5	7,000	245	5,800	5,000	44,600
Nevada:																		
Nevada agency	1 GS–9, 1 GS–7.	2	9,265	5	15,875	3	3,000	2	5,900	1	2,950	1	2,750	7	9,800	260	9,300	3,000	62,100
Utah:																		
Uintah and Ouray	GS–7	1	4,205											1	1,400	195	1,800	2,000	9,600
Subtotal		8	37,485	18	57,150	7	7,000	6	17,700	4	11,800	4	11,000	26	36,400	1,465	33,800	16,000	229,800
Portland:																		
Area office	GS–11	1	6,140											1	1,400	160	2,500		10,200
Idaho:																		
Fort Hall	GS–9	1	5,060											1	1,400	140	1,800	2,000	10,400
Northern Idaho				3	9,525	2	2,000	2	5,900	1	2,950	1	2,750	3	4,200	175	3,000	2,000	32,500
Oregon:																		
Klamath																		[2] 50,000
Washington:																		
Colville	GS–9	1	5,060											1	1,400	140	1,800	3,000	11,400
Yakima	GS–9	1	5,060											1	1,400	140	1,800	4,000	12,400
Western Washington.	GS–7	1	4,205	7	22,225	6	6,000	6	17,700					8	11,200	470	8,800	6,000	76,600
Subtotal		5	25,525	10	31,750	8	8,000	8	23,600	1	2,950	1	2,750	15	21,000	1,225	19,700	17,000	203,500
Washington, D. C		[1] 2	12,965														3,535		16,500
Total		42	205,399	145	377,825	31	31,000	28	82,600	16	47,200	13	34,750	142	198,800	8,315	195,811	99,000	1,330,700

[1] 1 staff assistant to Commissioner and clerical assistant.

[2] See summary, below.

Summary

Personal services	$778,774
Cars	198,800
Equipment	8,315
Travel and other expenses	195,811
Jails and care of prisoners	99,000
Subtotal	1,280,700
Aid to Klamath County, Oreg., for law enforcement on Klamath Reservation pursuant to act of Aug. 15, 1953 (Public Law 280, 83d Cong.)	50,000
Estimated amount need to enable adequate Indian reservation law-enforcement work (estimate includes positions and amounts of money presently authorized by Congress)	1,330,700

Bureau of Indian Affairs: Required construction for law-and-order activities on Indian reservations, fiscal year 1956

Aberdeen area:		
Crow Creek Indian Agency, Lower Brule, jail with 6 cells, jailers' quarters, courtroom, and meal-serving facilities		$47,000
Rosebud Indian Agency, jail with 16 cells, jailers' quarters, courtroom, and meal-serving facilities		58,100
Turtle Mountain Consolidated Indian Agency, jail with 12 cells, jailers' quarters, courtroom, and meal-serving facilities		50,000
Billings area:		
Crow Indian Agency, repairs to existing jail		8,000
Flathead Indian Agency, jail, 12 cells, jailers' quarters, meal-serving facilities and courtroom		50,000
Fort Belknap Consolidated Indian Agency, jail, 12 cells, jailers' quarters, meal-serving facilities, and courtroom		48,000
Northern Cheyenne Indian Agency, remodel former nurses home into jail		25,000
Gallup area, Navaho Indian Agency:		
Fort Defiance, remodel present jail and courtroom facilities to provide additional space as well as quarters and juvenile detention facilities	$293,350	
Shiprock, new construction, jail facilities for 44 male, 6 female prisoners, food handling, office and courtroom space and quarters	130,000	
Tuba City, new construction, jail facilities for 12 male, 4 female prisoners, food handling, office and courtroom space and quarters	101,000	
Chinle, new construction, jail facilities for 12 male, 4 female prisoners, food handling, office and courtroom space and quarters	101,000	
Kayenta, new construction, jail facilities for 12 male, 4 female prisoners, food handling, office and courtroom space and quarters	101,000	
		726,350
Phoenix area:		
Hopi Indian Agency, construction of jail, including office space, courtroom space and quarters		50,000
Nevada Indian Agency, Duck Valley Reservation, jail with cells for male and female, jailers' quarters, and meal-serving facilities		55,000
Papago Indian Agency, jail, 20 cells, jailers' quarters, meal-serving facilities, police quarters, and courtroom		50,000
Pima Indian Agency, jail, 20 cells, jailers' quarters, and meal-serving facilities		50,000
Portland area:		
Colville Indian Agency, jail with cells for male and female, jailers' quarters, and meal-serving facilities		55,000
Fort Hall Indian Agency, jail with cells for male and female, jailers' quarters		44,000
Northern Idaho Indian Agency, jail with cells for male and female, and jailers' quarters		45,000
Warm Springs Indian Agency, jail with cells for male and female, meal-serving facilities, and jailers' quarters		55,000
Total		1,416,450

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APPENDIX 15

Rolette County P. W. A. caseload, all categories during the fiscal year starting June 30, 1953, and ending June 30, 1954

	Per year	Average cases per month per year	Approximate number of children included per month
Old-age assistance:			
White	$60,025.17	95	
Indian	103,058.60	180	
Aid to dependent children:			
White	23,401.26	20	54
Indian	135,624.00	130	388
Aid to dependent children—foster homes:			
White	3,213.00	8	8
Indian	10,910.00	19	19
Aid to permanently and totally disabled:			
White	10,653.13	14	
Indian	28,597.00	55	
Aid to blind: Indian	9,699.00	19	
Total:			
White	97,292.56	137	62
Indian	287,888.60	403	407
Grand total	385,181.16	540	469

HUMAN INTEREST

There are homes on the reservation which could be classified as delinquency breeders. Below are cited a few of the many:

1. This woman receives ADC. She has had three illegitimate children since the death of her husband. There are different fathers named for the three children. She has many parties, brews her own liquor, has many minor children frequently coming to her home for these parties.

2. The second case is also a mother receiving ADC. Her husband had been a patient at the State hospital and when he was released from the institution she refused to live with him. This mother also has beer parties at her home and two of her young sons recently appeared in district court as they were involved in a crime of liquor and car theft.

3. Another ADC mother has liquor parties and the neighboring young people gather at her home for these parties.

4. This ADC mother allows illegal cohabitation of men with her daughters in the family home. When pressured in March of this year regarding the above situation, she signed for a marriage license for her 14-year-old daughter, stating that she was 16 years old. Mrs. Greenleaf [fictious name] was tried for this in tribal court.

5. The fifth case is a father and son combination. They are hosts at many liquor parties. Complaints have been received that minors have been getting drunk at both places. No report of action by tribal court.

LAW ENFORCEMENT

(SPECIAL NOTE.—There has been a lack of law enforcement on all of our problems dealing with Indian people. This is due to the fact that the Indian Agency does not have sufficient allocation for law enforcement and therefore, cannot employ the necessary force, pay for board in the county jail, or spend money to locate people outside the community. States attorney will not act as it is out of his jurisdiction.)

6. During the month of July, one young man from the Dunseith community was prosecuted in district court for rape of his 10-year-old sister. He received a sentence of not less than 10, nor more than 20 years in the State penitentiary.

7. The seventh is the case of an Indian man who was prosecuted in Federal court for incest. He is the father of 2 of his granddaughters. These 2 children were born to daughter before she reached the age of 17. He is now serving a sentence in the Federal prison at Terre Haute, Ind. During the time of the incest he was employed at one of the Government day schools as janitor.

8. "A," an 84-year-old old-age-assistance recipient, living with "B" without the benefit of marriage, attempted rape on a 14-year-old granddaughter of "B."

This case was called to the attention of the Indian agency; no report has been received.

9. "C," young mother of 4 illegitimate children, spent so much time partying that 1 child died of neglect.

10. "D," a young Indian girl, has had 2 miscarriages and a live birth before reaching the age of 17.

Desertions

Case No.	Action	Number of children involved
1	Whereabouts of father unknown. Deserted in 1946. Reported to State's attorney and TMIA. At that time she had 4 children. Has 5 illegitimate children and reported illegally cohabiting with alleged father, their 1st child being born when he was 17. Reported July 28, 1954. No action	9
2	Deserted 1946. At that time she had 2 children. Has had since that time 1 child born out of wedlock. Desertion reported State's attorney on July 3, 1951. No action taken. Whereabouts of father unknown	3
3	Deserted 1952. Reported to State's attorney Aug. 1, 1952. No action taken. ADC provided support until father's return. Again deserted 1954. Same reported State's attorney July 7, 1954. No action taken. Also reported TMIA 1st of July 1954 and no action taken	6
4	Deserted 1946. Reported to State's attorney July 1, 1952. No action taken. She had 2 children born to them at the time of desertion. Another child has since been born out of wedlock	3
5	Deserted 1947. Reported to State's attorney July 1, 1952. Had 1 child at that time of desertion. Since then 2 children have been born out of wedlock	3
6	Deserted 1946. Returned home 1947 and left again in 1948. Reported State's attorney Aug. 15, 1951. Has since been illegally cohabiting with another reported deserter. Reported to TMIA and State's attorney. When action was started she left with fellow with whom she is living and has now established residence in Montana	7
7	Deserted June 1952. Reported to State's attorney and TMIA July 1952. He was tried for nonsupport and ordered to pay but left the county and has not returned and has not been supporting	6
8	Deserted 1952. 1 child born to the marriage, at the time of desertion. She is now expectant mother of another child by illegitimate pregnancy. Reported to State's attorney Aug. 27, 1954, refused action as she is Indian and is out of his jurisdiction. TMIA also notified	1
9	Deserted 1951. Child lives with grandmother who receives ADC for his care. Reported State's attorney July 1, 1951. TMIA has had him in court and has ordered him to pay toward child's support. However, he has not made the payments. Reported TMIA again 1953. No action taken	1
10	Parents divorced. Mother remarried. Neither parent contributes toward the support of the child who is cared for in ADC foster home. Reported State's attorney. No action	1
11	Both parents deserted child when he was 6 months old. Their whereabouts is not known. Child cared for in ADC foster home. Reported to TMIA. No action	1
12	Reported to State's attorney Jan. 20, 1953. No action, as whereabouts not known. Children cared for in ADC foster home. These children were born out of wedlock	2
13	Father deserted. Reported to State's attorney Jan. 20, 1953. No action taken, as whereabouts not known. Mother illegally cohabiting with another man. Living in Wyoming. Man with whom she is living did not want the child so mother deserted child with relatives. He is now cared for in ADC foster home	1
14	Reported to State's attorney. Case pending in court. Mother has gained residence in Williams County. Children now living with mother	4
15	Father deserted 1948. Reported to State's attorney and TMIA. Whereabouts of father was not known. Action not taken. Children cared for through ADC. Mother obtained a divorce, had 1 illegitimate child and when pressured regarding their paternity, she married alleged father, and he refused to care for the 2 children. They have left the State and her address is not known	2
16	In State court 3 times. Children on ADC. Parents divorced and both have remarried. Support for children needed	2
17	Parents divorced. Both remarried. No support from either parent. Children living with grandparents. ADC provided for their needs. Father appeared in court at one time and ordered to contribute; however, has not done so. Reported to State's attorney on several occasions. In State court twice	2
18	Deserted 1953. 4 of the 6 children were born out of wedlock before their marriage. State court. Bench warrant issued. Reported TMIA and State's attorney 1953 and several times since	6
19	Deserted December 1953. Action brought against him for nonsupport at this time. State's attorney since then aware of the situation. TMIA also notified at that time. Some payments made by father but not consistent. State court, bench warrant issued July 1954	1
20	Deserted 1948. Reported to State's attorney. No action taken, as his whereabouts was not known. He has during this time returned to the home but left again. Presently inmate at the State penitentiary. Family living in Bismarck	1
21	Parents divorced. Mother remarried. Father ordered to contribute toward children's support. Has not done so. Presently illegally cohabiting with case No. 6 in Montana. ADC used to provide for needs of 4 children in the home of stepfather. Case reported to State's attorney several times but father claimed disability and unable to hold employment due to disability	4

NOTE.—There is a total of 63 children involved in 21 cases of desertion. Public assistance is being used in most cases to provide for the children's needs.

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CASES OF ILLEGAL COHABITATION KNOWN TO THE ROLETTE COUNTY WELFARE OFFICE

At present there are 22 cases of illegal cohabitation known to our office. Fifteen of these 22 cases have been reported to the Indian Agency. Eight cases of the 22 have been acted upon with no results, as some have moved out of the State, etc. Nine of the 22 cases are recipients of ADC which provides for the care of 21 children.

Aside from the above 22 cases, 11 illegally cohabiting couples have been married in the last 3 years through the work of the social welfare and law and order.

The following are cases presently living together without the benefit of marriage:

1. "C" and "D": Reported to Agency and Juvenile Commissioner. Six children were born to the previous marriage.

2. "E" and "F": Father deserted family. ADC provides for needs of children. "E" began living with the mother while about 16 years of age. He became the father of a child born out of wedlock to Mrs. "F" when only 17 years old. "F" and "E" are now the parents of five children born to them out of wedlock. Reported.

3. "G" and "H": "H" father of child born to "G." He has verbally acknowledged paternity but will not sign acknowledgment. Reported.

4. "I" and "J": Common knowledge. No children, "Too old to cut the mustard."

5. "K" and "L": "K" formerly married. "L" is the father of children born out of wedlock to Ernestine. He is on probation from the State penitentiary in Montana and living with "K." Reported. Action taken and placed on probation. Still living together.

6. "M" and "N": "N" is the father of four children born to "M" out of wedlock. This case has been reported and hearings held. ADC provides for the needs of the children. Still living together.

7. "O" and "P": They are living away from Belcourt now. Two children born out of wedlock. ADC provides for needs of the two children in the home of the grandparents.

8. "Q" and "R": Formerly lived together in this community. They have moved to Mohall and ADC is providing for the needs of the mother and children.

9. "S" and "T": These two live together in the home of her parents and sometimes in her own home. Her husband deserted the family. The man with whom she is living is the father of two children born out of wedlock to her. She refuses to marry this man and they continue to live together. This case has been reported to the Agency. This man has signed acknowledgment of paternity for the two children. Action has been taken through tribal court in an effort to provide support for the children. However, this has been, and still is, neglected by this fellow and support for the children has been forthcoming through ADC funds.

10. "U" and "V": These two people lived together in the home of the woman while her husband was still living and in a crippled, bedridden condition. The man with whom she is living with is divorced from his wife. Mrs. "U" is widowed now. They are employees of the Turtle Mountain Indian Agency—he, employed as a bus driver; she, employed in the school kitchen. Their illegal cohabitation is common knowledge to the community. No children involved.

11. "W" and "X": She has three children born out of wedlock. He is the father of two of these children. She is willing to get married. He, however, does not show any interest in marriage. They are living together, with their children, in the home of her mother. ADC provides for the needs of the children. Appeared in tribal court and ordered to marry. Have not yet done so.

12. "Y" and "Z": She is a widow and the mother of several children. She receives ADC for their care and also payments through the Veterans' Administration and OASI. Marriage has been discussed with these two people and they as yet have not made any attempt to marry. This situation is common knowledge in the community. There are no children born to the couple.

13. "A1" and "B1": This situation is also common knowledge in the community. He is the father of at least one child born to her out of wedlock. He has been in the (her husband that is) State hospital as a patient, and upon his release from the institution she refused to live with him. She has since been living with this man and ADC provides for the needs of the children in the home.

14. "C1" and "D1": This case has been reported, as have the others, but no action has been taken. ADC provides for the needs of the children. Emma is

the mother of five children born out of wedlock. It is known that James is the father of one of these children. ADC provides for the needs of the children.

15. "E1" and "F1": He is the stepson of an older woman on the reservation. They live together in the home of Mrs. "E1". They have one child since the death of her husband who was also his father and maintain a home on the Tribal Farm. Common knowledge.

16. "G1" and "H1": She and he live together in her home. She receives ADC through Benson County for herself and the children. She is the mother of seven children. Three of these children have been born out of wedlock with this man whom she is living with and he has been named as the father. This case has been reported several times.

17. "I1" and "J1": She and he lived together in this community for a time. She is a war-widow. They are now living in Montana, and have one child born to them out of wedlock. She receives VA payments for the children.

18. "K1" and "L1": These two young people have been living together and the situation is known to her family. Assistance is not provided through our office. Not reported.

19. "M1" and "N1": The father of the family deserted the family. She has three children. This man with whom she is living is the father of the last child, born out of wedlock. He has attempted in some fashion to contribute toward the support of his child but this has not been consistent. ADC provides for the needs of the mother and children. They have discussed marriage with the worker, but have not made any efforts for obtaining a divorce from her husband who is living elsewhere.

20. "O1" and "P1": She is the mother of several children. At least one of these children was born to she and this man with whom she is living. They did have their home together in this community for quite sometime and when this case was reported and pressured regarding marriage by Indian Agency and FBI, they left the State. They are now living together in Wyoming.

21. "Q1" and "R1": She and he lived together in the Bottineau community for a time and became the parents of a baby girl. No attempt was made by these two people to get married. Later on, while she was jailed in our county, an attempt was made for their marriage, blood tests taken, etc. However, they left the county as soon as she was released from the jail. Their whereabouts are not known at this time. He has acknowledged paternity of the child.

22. "S1" and "T1": This case was reported. They were both married prior to their living together. Both secured divorces with the help of ADC. However, both have as yet not married. They have had two children born out of wedlock. One child has died and the other is still in their home.

23. "A" and "B": Mrs. "A" was widowed in 1953 and the mother of seven children. Since the death of her husband, one son has appeared in juvenile court and was sent to the Army as a result. Since "A" and "B" have been living together, the older daughter who is married and lives out West took her younger brother, age 11, to live with her in her home. Another son, about 17, became very bitter from the situation and left the home, reported to have hitch-hiked out West. There are still three younger children in the home. The 8-year-old child has been the source of a lot of information regarding the behavior of her mother. Case reported, no action on part of TMIA.

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Indian schoolchildren enrollment

Turtle Mountain Government schools in Rolette County:	
1953 enrollment taken late of that year	821
October 1, 1954	638
Missing (about)	183
St. Anns Mission:	
Summer school	300
Indian children attending mission schools at Chamberlain-Marti and Stephen, S. Dak	200
Total	500
Fort Totten: Indian children from here enrolled mostly because of extreme poverty and large families	50
Wahpeton: Indian children from here enrolled	130
Reasons: Distance and bad roads, broken homes, drunkeness, orphanage.	
Pierre, S. Dak.: Indian children from here enrolled	8
Reason: Overflow from Wahpeton.	
Haskel: Indian children from here enrolled	10
Reasons: Commercial and vocational college.	
Flandreau: Indian children from here enrolled	33
Reason: Vocational high school.	
Grand total	1,552

This does not include 10 ADC–FH children in schools elsewhere nor children in public schools and a few at Little Flower Mission, St. Michaels.

Birth records in Rolette County from Oct. 1, 1953, through Sept. 30, 1954

Total children born (on record)	400
Born at home	1
Rolette County babies born in maternity homes in Fargo	3
Total	404
Indian	205
White	199
Illegitimate births:	
Out of wedlock	21
Child, out of wedlock, known to have no birth record	1
Rolette County babies born in maternity homes in Fargo	3
Total	25
Indian	[1] 24
White	[2] 1
Ages of mothers of infants:	
Over 25	6
18 to 25	12
17 years	5
14 years	2
Number of children out of wedlock of above mothers:	
1st child	16
2d child	4
3d child	2
4th child	1
5th child	1
7th child (3 different sires)	1
Status of mothers of children born out of wedlock:	
Single	17
Divorced	2
Widowed	1
Deserted	1
Separated	3
Husband in penitentiary	1

[1] About 11½ percent of total births, or 1 in 8.
[2] About ½ of 1 percent of total births, or 1 in 200.

Of these 25 mothers (having a total of 46 children), 21 are receiving aid to dependent children help, 4 are receiving aid to dependent children and foster home help.

Children born out of wedlock in the period Oct. 1, 1953, to Sept. 30, 1954, in Rolette County (col. I) and older children born out of wedlock to the same mothers (col. II)

	Infants (col. I)	Older children (col. II)		Infants (col. I)	Older children (col. II)
Released for adoption	3	2	ADC, with relatives:		
Legitimatized by marriage of parents	1		Paternity denied	1	1
Left county or State	2		Alleged father not yet located	1	
In Indian boarding school		2	Support by mother, or other relatives—paternity not established	7	2
Support by fathers	2	2	ADC, with mother	[1] 6	[2] 12
Acceptance and support by stepfather; paternity denied by alleged father	1		Mother illegally cohabiting with father of children in home	4	8
Cared for in agency (private) foster home (paternity and rape actions pending)	1				

[1] Paternity: 2 unidentified, 1 denied, 2 acknowledged, 1 alleged father cannot be located.
[2] Paternity: 2 unidentified, 1 denied, 8 acknowledged, 1 alleged father cannot be located.

Indian ADC payroll, September 1954

Total number of families (consisting of 398 children)	120
Families including children born out of wedlock (consisting of 93 children)	47
Mothers of these children receiving ADC	29
Other relatives caring for the children with ADC: mothers absent, deceased, minors, or otherwise not competent	18
Ages of children included:	
Unborn	2
Infants	8
Age 1	8
Age 2	10
Age 3	10
Age 4	6
Age 5	7
Age 6	6
Age 7	5
Age 8	5
Age 9	4
Age 10	4
Age 11	2
Age 12	2
Age 13	4
Age 14	3
Age 15	3
Age 17	4
Total	93

Number of children born out of wedlock per ADC family:		
1 child	22 families	22
2 children	16 families	32
3 children	1 family	3
4 children	4 families	16
5 children	4 families	20
Total	47 families	93

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ADC recipients whose daughters have become illegitimately pregnant while the family was on assistance, September 1954

	Daughters	Number of children	Remarks
1. Widow	1	3	2 ADC.
2. Husband disabled	1	1	Married.
3. Husband disabled	[1] 2	2	1 ADC.
4. Unwed	1	1	Married.
5. Unwed	[2] 1	1	ADC–FH.
6. Husband disabled, later deceased	1	2	2 ADC.
7. OAA and ill, widowed	1	2	ADC and FH.
8. Unwed (7 children)	3	5	2 dead; 2 ADC.
9. Old and ill	1	2	2 ADC.
10. AB: Home deplorable	1	1	No ADC.
11. Husband disabled	2	4	None on ADC.
12. Husband in penitentiary for incest	2	4	3 ADC or FH.
13. Husband deserted	2	2	1 married; 1 ADC.
14. Assistance received only for grandchildren	3	5	2 ADC.
15. Husband disabled	2	2	2 ADC.
16. APTD and widowed	1	2	2 ADC.
Summary (16 recipients)	[3] 25	39	22 ADC children; 17 no ADC.

[1] 1 became pregnant in Minneapolis and another in the community. 1 child miscarried because of car accident.
[2] Age 14.
[3] 9 on ADC, 16 no ADC.

Study of 222 children (part Indian) born out of wedlock of those known to the Rolette County child welfare (receiving ADC, 109: not receiving, 113)

PATERNITY

	Not receiving ADC	Receiving ADC	
		Number	Cause
Denied	[1] 19	27	
Acknowledged	27	25	
Whereabouts of acknowledged father unknown.	11	24	
Acknowledged father deceased	2	1	
Questionable facts	12	14	
Legitimatized by subsequent marriage of acknowledged father and mother.	34	1	
Adopted by stepfather	6	1	Disabled.
Adopted by others	6		
Placed by licensed child placing agency	2	6	Pending adoption.
Bigamy case		1	
Referred to child welfare and pending	2		
Established in court	1	1	Denied in district court.
Incest	1	2	Father in Federal penitentiary.

SUPPORT

By stepfather, not adopted	15	7	Acknowledged father married elsewhere.
Relatives	4	2	Acknowledged father disabled.
Veterans' Administration	3	1	Acknowledged father in penitentiary.
Mother working	3	2	Stepfather in penitentiary.
Boarding school	1	7	Alleged father married elsewhere.
		4	Child in foster home.
		3	Acknowledged father won't work, drinks, court action.
Acknowledged father and mother illegally cohabiting.	[2] 8	[2] 9	
Mother left State with child	4		
Support action in district court	3		
Support action in tribal court	1	2	
Mother refuses information	1		
Acknowledged father cohabits elsewhere	2		
Acknowledged father involved with more than 1 mother.	2		

[1] One in Federal court.
[2] Sets of children.

Note that acknowledgements on paternity and legitimations of birth have been voluntarily signed on 57 children. Most of these have been without court action. In one case—a minor mother—paternity established in Federal court. Once in local court; 2 in tribal court; 5 in connection with support charges in court, about 10 percent.
There are 135 children where no paternity has been established.

Study of 12 cases of children born out of wedlock (white) of those known to Rolette County Child Welfare (receiving ADC, 1)

PATERNITY

	Not receiving ADC	ADC
Paternity denied; support by stepfather	3; 1	
Child placed by Fargo agency	2	
Acknowledged and support	1	
Adopted by relatives	1	
Pending	1	
Acknowledged father deceased	2	1
Adoption by stepfather	1	
Receiving ADC		1

NOTE.—Not an accurate account, but official statistics show 5 illegitimate Indian births to 1 white birth.

Lack of law enforcement is not entirely due to shortage of peace officers on the reservation but due to a large extent because of lack of funds and cooperation among the police officers.

Offenses consisting of most everything in the books is common occurence, such as flagrant wife beating, drunkenness and disorderly conduct, assault and battery, desertion, nonsupport, illegal cohabitation, rape, petty larceny, vagrancy, bootlegging, drunken driving (many accidents on the reservation not reported), operating vehicles improperly equipped, and lax school-attendance enforcement.

APPENDIX 16

STATEMENT BY COMMISSIONER OF INDIAN AFFAIRS GLENN L. EMMONS FOR INCLUSION IN THE RECORD OF HEARINGS OF THE SENATE SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY, PHOENIX, ARIZ., APRIL 28–29, 1955

At the outset I would like to emphasize that I am by no means an expert in the highly complex field of juvenile delinquency. Like other citizens, however, I have been deeply concerned by the evidence that we as a Nation are faced with a widespread and increasingly serious problem in this field. And I believe firmly that the Bureau of Indian Affairs should join forces with other public and private agencies both in dealing with delinquency directly and in improving, on a longer term basis, the environmental conditions which nourish it and give it life.

As the members of this committee doubtless realize far better than I, it is difficult, if not impossible, to obtain really accurate and dependable statistics on the actual scope of the juvenile delinquency problem in any particular area. The most we can hope for are the statistics on delinquents who do fall into the hands of the law together with generalized impressions picked up from other official and unofficial sources.

With this qualification in mind, I would venture the comment that delinquency is probably no more serious among the younger generation on Indian reservations than it is among other segments of the population. It is true, of course, that in many Indian communities of the Southwest and elsewhere we find the kind of rural slum conditions that tend to produce juvenile delinquency. And it is also true that many of our Indian youngsters are in transition between two cultures and the conflicts and tensions which they undoubtedly experience are perhaps a factor contributing to the existence or accentuation of delinquent tendencies. Counterbalancing this, however, we have the well-known fact that in many, if not all, of the traditional Indian tribal cultures there are sanctions and controls which have served historically to keep juvenile delinquency—and lawlessness generally—rather effectively in check. On reservation after reservation we find that these sanctions and controls are still active today and that they are vigorously effective. This is a factor which should, I believe, constantly be borne in mind in any appraisal of the delinquency problem among our Indian youth.

All of us in the Bureau of Indian Affairs, however, recognize that juvenile delinquency is a serious problem among the Indians, particularly so in certain areas of Indian country. We also recognize that we must use our available resources and ingenuity to the fullest possible extent both in coping with it directly and in counteracting the corrosive environmental factors that frequently lie behind it. Because the physical facilities and manpower resources which the

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Bureau has for dealing with this problem are severely limited, we do not have and never have had any illusions about our ability to bring Indian juvenile delinquency singlehandedly under full control. We need and we earnestly solicit the active assistance and cooperation of all agencies—State and local, public and private—which are in position to be helpful.

Right now we are moving along two different lines in an effort to produce more effective countermeasures against delinquency in Indian areas. One line of approach involves the transfer of jurisdiction over these areas from the Federal Government to the States under provisions of Public Law 280 enacted in August 1953. In this field we are necessarily proceeding with some caution and carrying out full consultations both with the Indian groups which would be affected and with the State and local authorities who would take over the law enforcement responsibilities. However, wherever the conditions are suitable and the situation is ripe, we are prepared to recommend a transfer of jurisdiction that would bring the regular law enforcement agencies of State or county into action on the Indian reservations. Under the terms of Public Law 280 itself such a transfer has already taken place affecting all but 2 of the Indian reservations in the 5 States of California, Minnesota, Nebraska, Oregon, and Wisconsin. Within the past several weeks similar action has been initiated which will eventually affect Indian reservations and communities in Nevada.

The second line of approach is one we are following in response to specific suggestions made by this committee. As you know, we are seeking something like a fourfold increase in our appropriation for law and order work during the coming fiscal year. In view of the serious understaffing which has chronically hampered the Bureau's law-enforcement activities for so many years, I believe firmly that such an increase is long overdue. If it is granted, I am confident that we shall be able to increase the effectiveness of our enforcement work rapidly and substantially in the months that lie ahead.

Turning now from the immediate problem of delinquency to the more deep-rooted factors that lie behind it, I believe all of us would agree that such delinquency as exists among Indian youngsters today is very largely a result of three prime environmental factors. These are (1) the poor health conditions that prevail in so many Indian communities, (2) the widespread illiteracy and near-illiteracy among certain tribal groups, and (3) the sharply limited opportunities for regular employment or for making a decent living that are available to most Indians living on reservations.

During the past 15 months or so the Bureau has been concentrating a major share of its energies and resources in an intensive drive on these three specific problems. We have launched and carried forward a greatly expanded program of preventive medicine designed to bring the benefits of modern sanitation directly into Indian homes and communities; this is a program which will be transferred next July 1 to the United States Public Health Service and will, we are confident, be carried on with increasing vigor and effectiveness. In the educational field we have achieved our most gratifying results on the Navaho Reservation where about half of the 28,000 children of regular school age were growing up illiterate, because of lack of facilitieis, as recently as December 1953. Since that time, with good cooperation from tribal and local authorities, we have managed to provide facilities for thousands of these previously schoolless Navaho children. Today the total enrollment is over 22,000 and by next fall we confidently expect to provide accommodations for all who are able to attend. On the economic front our aim has been to broaden the horizons of opportunity available to the Indian people. We have been doing this in part by a program of relocation assistance which helps the Indian worker and his dependents to resettle in areas where jobs are more plentiful and in part through encouraging and stimulating a privately financed program of economic surveys of key Indian areas which we hope will be initiated in the near future.

All of these programs, of course, were originally conceived and most of them were activated many months before attention was sharply focused on the juvenile delinquency problem. They were aimed not specifically at that problem but rather at fundamental deficiencies and handicaps which have existed for years among a substantial segment of the reservation populations. Nevertheless, it seems entirely clear that constructive action in any or all three of these fields will help to eliminate the kind of conditions that produce and accentuate delinquency whether they are found on Indian reservations of the Southwest or in the back alleys of our great metropolitan centers. In fact, I believe that every step we take in the direction of improving Indian community environments and widening the horizons of opportunity is a positive contribution toward a sound and lasting solution of the juvenile delinquency problem.

APPENDIX 17

INAUGURAL SPEECH OF PAUL JONES, CHAIRMAN, NAVAHO TRIBAL COUNCIL, APRIL 4, 1955

Members of the tribal council, Area Director Wade Head, our superintendent, Mr. Spaulding, officials and friends, both white and Navaho, I welcome you all to our first session of the newly elected Navaho Tribal Council. I heartily welcome back those of you who have been reelected, and I extend a hearty welcome to those of you who are newly elected as members of the council.

I would like to bring you at this time a brief message, including a brief statement of policy. Due to my physical condition, I must necessarily make it brief, and I hope that you will bear with me in that connection.

First of all I would like to have my Navaho people, my tribal councilmen, my friends all over the reservation and off the reservation, know about our program and, of course, I am particularly interested in outlining it first to the Navaho Tribal Council. I have not prepared a special message to deliver to the council and to my people assembled here. I am just going to reiterate the statements that I made as I went among you prior to the tribal election. After all, what I gave you then, will be the program of this council with the cooperation of you who have been fortunate enough to be elected as members of that body, not forgetting at any time the Bureau of Indian Affairs which has always cooperated with us as far back as I remember. Their part has always been appreciated, and I was very glad that a statement to that effect was made this morning in the very able delivery of the greeting by Mr. Young. Let me also state, before I get into my talk on general policy, that I was very happy and appreciative for the wonderful message the Commissioner sent to us, particularly directed to me and to you my Navaho friends.

I believe that you all know that this was the first election of the tribal council solely in the hands of the Navaho Tribe. I believe you will also note that the procedure followed in terms of the preliminaries during the period leading up to the election and up to its consummation during the early part of this month was adopted from a system our white friends use in electing their representatives to the State congress or National Congress and, since it was handled in that fashion, we believe that many things that go with elections on the outside must be included with our new council. Heretofore we have not carried out our elections in that manner. It was gratifying to note the tremendous interest displayed by all of our Navaho people in the course of electing their representatives to the tribal council. I stated that we have copied the white man's way of electing their representatives, here on the Navaho Reservation, and this includes the unpleasantries that go with the election of representatives to Congress. Nevertheless, I have heard you state that you will now give your support to the men who were elected, regardless of differences of opinion during the campaign period, and I hope that you will reaffirm your position in that particular connection. It was gratifying to know that, coming from many of you, my people. I hope that even though I have not heard it from some of the rest of you, that you feel likewise. After all, success in the accomplishment of the things that lie before us is difficult or impossible if we are divided, and when there are discords among you; but when you are in line, all pulling in the same direction for a common cause, you are rewarded with success. The objective is then easily reached. I shall hope for that from you newly elected council members.

My first subject then is something that you have heard from me if you have listened to me before with regard to what I believe to be the most important problems, and there are many such important problems that I have outlined to you in the past. First of all I am concerned that we have a very efficient council. That is my first point. Many of you members who have served on the council many years to again be reelected, are fully aware of the circumstances under which you operated in time past. You as well as our people generally have often mentioned the fact that, for various reasons, the council has been justly criticized on some occasions. On other occasions the council has no doubt been criticized without real cause. I have pointed out toy ou before that, as soon as you become a public figure, a public servant of the tribe, you become subject to criticism of various kinds. Before you assumed the status of a public figure no one ever pointed to you as an ordinary citizen in a critical manner, but with your election to tribal office some one is always pointing to you. People will dig up something you did in your childhood or when you were growing into manhood; it may be something that none knows about except your neighbor but somehow they will bring it up and, unless you are patient, you are likely to fly off the handle and try

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to shut up that person who is criticizing you. Many of you who have been public servants of the tribe, and myself included, have been steadfast in carrying out our duties toward our people regardless of the criticism which may be directed toward us. Those of you who have acted in that manner I wish to compliment, and I have so complimented many of you in the past. I hope you will keep that in mind and not fly off at anyone who points a finger at you. It is my belief that, unjustly, we have pointed an accusing finger at one another. Now our aim has been accomplished in terms of the election, and those things should belong to the past. We should pull together now for the common good of the Navaho people. [Applause.]

I have labored with you in the tribal council for many years—for about 16 years. I have noticed, with appreciation, your effort to do something for your people right along. I have also observed something that is not so good. Knowing those things, I feel that I should admonish you that we should learn something from those things that we have seen others do, and try to do differently—better, for our Navaho people. I said at the beginning of my talk that this was the first time that our Navaho people showed such a tremendous interest in the election of their leaders, and they were rightly enthusiastic about it. They have become aware of the fact that you as councilmen, are their spokesmen on many subjects. They have come to realize the true meaning of council representation. There are many problems within the Navaho Reservation, and knowing them, our people feel that they must appoint the best person to stand as their representative, one who will truly present their situation to the tribal council, to the Federal Government, and to the State in order that such problems may be understood and solved. Our people have come to that realization so strongly that when the candidates were nominated the people argued among themselves that one man or another was the better. Debating among themselves the relative advantages of one man over another, our people ended up by electing you to your important position on the tribal council. You, knowing that, must necessarily be convinced that you must keep sacred the trust placed in you by your people. You must feel that that trust placed in you by your people is something to be held sacred in order that all of your people will say, "We have made no mistake. We made a wise choice. The man we placed on the council is working diligently for our benefit. He never lets an opportunity pass by where we are concerned, and we are proud of him." That is what I want to see here. That is what I want our people to say about their council members from every area of the Navaho Reservation as well as from Canoncito, Alamo, or Ramah outside the reservation where groups of our people have representation. There is not one iota of difference between the status of their representatives here and that of councilmen from other parts of the reservation. I would be proud to have our people say, "We have made a wise choice." You must keep that trust sacred. That is why I say we must behave as an efficient governing body of our Navaho Tribe. We want our Navaho people to be proud of our councilmen. We do not want to be ashamed of any of them, or of any mistake they make when they are in an official duty status. You have heard me say that there are occasions when the people have good cause for criticism, and I have tried to remind you of it. This is not something for which you were elected to this important office on the tribal council. We must make our people realize that, in us, they have made a wise choice, and that we will be diligent in carrying out the trust they have given to us. [Applause.]

After you have accomplished any task and brought it to a successful conclusion, there is naturally cause for rejoicing. It is an occasion for celebration. If you have accomplished some such thing, you have that right to rejoice. I have often had reference to one evil to which Indians generally, not only Navahos, are not too well fortified and not too well protected. I have reference to the fact that they frequently over use liquor. I am not saying that you must not drink, I am saying that, if you must have it, know how to take it so that you will not make a spectacle of yourselves in the public streets and at gatherings. That is all I have to ask of you. Let us be respectful. Let us have no cause for complaint against the council on the part of the Navaho people. That is all I am asking of you in that regard.

My next point is education. I was very pleased when my predecessor, Mr. Ahkeah, mentioned this morning that during his administration education was one of the fields in which a wonderful step forward had been taken. I most assuredly agree with him in that connection and it is my purpose, and I hope it is the purpose of the whole council, to continue in the direction of providing all of our Navaho children with an opportunity for education. We have not done everything that it is possible to do in this connection. Much still remains to be done and we must place that responsibility not with our neighbors or with anyone

else, but with ourselves the council. Take upon yourselves the responsibility for seeing that the people you represent are well provided for in terms of education for their children. I have made that plea to you in many meetings over the reservation. The salvation and hope of our Navaho people lies in education. At one time, and I mean nothing disrespectful when I say it, we made our living on livestock and a little corn patch. That was the beginning of our livelihood and it must have been good because we have increased in population to a great degree. When we returned from Fort Sumner there were about 9,000 Navahos. There are now 76,000. You know that the Navahos must have had something quite adequate to permit them to keep on increasing. However, due to our increased population, we have occupied nearly all the space on our reservation. There is no vacant spot and we are still increasing. Where do we go from here? We must be educated in order to be absorbed with the rest of the people in these United States of ours. We have all seen that point clearly already. We have Navahos in Chicago, Los Angeles, San Francisco, Portland, Oreg., and if you please even on the Atlantic coast. They are not yet in great numbers there but they are beginning to accustom themselves, and they are beginning to be accepted by the society in which they move. It has been stated on the council floor that the reason for which relocation is not successful as it might be is because of the lack of education. That should inspire us to go forward. Those of you who have been educated must tell your people the benefits of education. It is the greatest hope that we have for our Navaho people. We do not want to do like our forefathers did when they returned from Fort Sumner, after they had agreed to the education of their children. When they returned to the reservation they said that they were dissatisfied with Fort Sumner. They were dissatisfied with the plan to take the Navahos to some other place, and they agreed to literally anything in order to be permitted to return to the Navaho Reservation. As a result, their leaders agreed to place the children in school to be educated after their resettlement in the Navaho country. However, when they returned, they were reluctant to send their children to school. The Federal Government had to send police out to gather the children for school. I remember myself distinctly. I was of school age at that time. My mother and father used to hide me under sheepskins and blankets when they saw a person coming who represented the schools. I was the only boy in the family. They used to hide me when they saw the school people or the policemen coming for fear that these representatives would say that my parents had a boy of school age and that they had to send him to school. However, one bright day they made a mistake. My parents were not on the lookout, and someone saw me, even though I was hiding behind the hogan. That person said "That boy must go to school," so away I went to school. But our eyes are now open to the advantages that school has for us, and we have gone ahead with plans for more adequate education. It is the program of Commissioner Emmons and his staff to see that every child of school age is in school by 1956. I was greatly pleased to notice in the press how Congress complimented the Commissioner for the stand that he has taken. All of you councilmen who know of the efforts of the Commissioner of Indian Affairs, know that our people are grateful for what he is doing for us, and let me tell you, my friends, let us go all out to see that our children are placed in some sort of school. We have four types of schools serving the reservation. We have the bordertown schools, we have the off-reservation schools and we have the trailer-type of schools. We did not have them before. They are not so good, these trailer schools, but they are better than nothing. If we did not have those things we would be dissatisfied. Now we have them, we do not like them, and they are not the best. Nevertheless, we have something which can be used for the education of our Navaho children. Let us make use of all these things. Our eyes are sufficiently open now that we see the benefit of education. You, the tribal members, and particularly the old members, saw this requirement more clearly 2 years ago than you did in the past and you said, "We will set up a fund so that these high-school graduates of ours will be able to attend schools of higher learning, colleges and universities." And we were reminded at the last meeting of the tribal council that we presently have 127 young men and women of our Navaho Tribe who are in the process of getting that higher education. We have said that we will educate these young Navaho men and women so that they may supersede some of the white people on the reservation. Some of the white people employed on the reservation find their lives lonesome and their work isolated. They come here, but at most many of them stay only a year or two. It is too lonesome. It is too sandy for many of them. That is why we cannot keep them as long as we might like. I have reference not only to the teachers but to those employed in other types of work. However, I would like to make the observation, that among the white employees there are

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many consecrated individuals who devote their lives to working out the problems of various groups of people, including our own Navaho people, and many of whom have spent many years on our reservation and are still here. If we had more of the latter kind of employees, we would most surely be further ahead than we are at the present time. We appreciate those good people. When they are transferred from one area to another, we make a fuss about it. We say that "There is a man or woman that we like. He comes into our hogan and partakes of our humble meal. We appreciate that. All of us do. We are glad." We have many of that kind of employee actually. Let us all do our best to see that our Navaho children are educated, however.

I have been accused, and maybe some of you have made this accusation. "You are inviting the States of Arizona, New Mexico, and Utah to come in here and take hold of our Navaho people." However, I would like to contradict that. That is not it. I have seen the advantages of education. Many of our educated people also see that. Why should we keep that for ourselves and not be concerned with other people who do not know the advantages? In fact, the other day, listening to the radio, Governor Simms made a statement regarding the pressure that is being brought by the Federal Government on the various States where there are Indian populations to make it their responsibility to look after the Indians rather than the Federal Government. He said, "We do not have the finances or personnel, but nevertheless the pressure is being brought." They feel it more than we do. Why should we not be prepared for the time when we will naturally have to be members of the States rather than be clannish and live isolated from the rest of the world? That is a reason, and there are other good reasons for which I have said that I will try my best, with the help of the councilmen and the Bureau of Indian Affairs, to secure further education for our Navaho people. [Applause.]

The next point that I have is the problem of health. I have been made more conscious of the need of my people during the last few years than I have ever been been before even though I have lived on the reservation most all of my life. When I was brought face to face with the actual conditions of our Navaho children suffering ailments, various ailments, that are easily prevented, I realized that we cannot ignore those things. We cannot close our eyes to them and not say anything about them. With that in mind, and with that understanding, I have taken hold of as much as I could along with my other work to make tape recordings, to make records on how you should take care of your children, audiovisual education, and how we could take care of ourselves with tuberculosis—since, if we had it, it could be cured. I said before that we have increased tremendously in a short period of time. Nevertheless, I also made the statement that children's deaths on the Navaho Reservation were very high compared with other communities. Also, the effect of tuberculosis on our Navaho people is tremendous compared with other communities. Knowing that, I did not close my eyes to it. I did not say "I shall not be concerned so long as I have my own family, and not be concerned with what the others had." I could not do it and you could not do it if you have a feeling for our people and I trust all of you are bighearted enough to feel for your neighbor, for all the people we represent. Let us encourage our people that there is safety in that type of health education. We are going to have a good type of health work beginning here this coming July. It is going to be a little bit different than we have been used to, namely, they will say to us "I'd rather talk to you and give you instruction while you are well. I cannot help you as much when you are down on your back, when you are sick with disease. I may not have the things to give when you are down sick in bed. That may be too late. So, I must teach you how to take care of yourselves so that you will not become sick tomorrow." That is the type I am bringing before you in tape recordings, records, etc., and I would like to call on you councilmen of our people to take it to heart. Let us push health education for our people. Even though it is stated that the speed at which we travel in automobiles is the cause of more deaths among human beings than any type of disease, nevertheless, this is very important. I would like you to take to heart for your people. Let us work in cooperation with the department that is concerned with us regarding our health.

I said I was going to be very brief, but I am going to bring out one more point. I want to compliment the previous council, my predecessor, Mr. Ahkeah, for doing what he has done to make possible the addition of a few more policemen to the number the Federal Government was able to provide, but, nevertheless, it was only a small number that was added. We hear cries from various sources that they need police protection, and for law and order to be more concentrated on their job than they are at the present time. You took it upon yourselves as councilmen to insist that you wanted policemen on the force that were educated

and that were young. I think we made a somewhat hasty move on that, particularly in picking World War II veterans for the police force. I heard many of you complain they were a little bit too rough. They were used to fighting in the war, not to handling the Navahos the way they should be handled, the way you like to be handled, so there was a conflict and you made efforts to bring our uneducated old policemen back on the force. They were more sensible and better and not given to striking you with billies or placing handcuffs on you. We will have to do something about that. I will leave that with you, to think about seriously. Let us do something so that our Navaho people will be protected. They would like to have something like that of the white people. My knowledge is limited on that, but I am told there is 1 policeman for every 1,000 people so, to have that ratio we should have 76 police on the force rather than the few we have. Let us give that serious thought.

Briefly, I want to go over this much for the benefit of our Navaho people. I could bring more to your minds, but, as I said before, physically, unfortunately, I am unable to.

Those of you who feel it would be tiresome to wait through the session, are welcome to leave after I finish my talk. You are welcome to stay if you want to, but if you feel it is going to be too tiresome, you are welcome to leave.

I am asking the councilmen to be diligent in your work. Those of you who have been occupying the seat of responsibility longer than others often express yourselves in this language: "I have been away from my home and wife and children for so long I wonder if they could still recognize me when I return home." Work of that type is still coming, so be prepared. The responsibilities of this nature will sometimes mean we will be away from home longer than we want to, but that is in connection with being a public official. [Applause.]

We will, at this time, have a 10-minute recess, to be followed by a report by our superintendent and also the area director to speak to the new council, and also a representative from our commissioner, whom we feel will have some words representing that official, and also including our attorney, Mr. Littell.

Appendix 18

Navaho Agency, Window Rock, Ariz.

Attached is a report made by the Navaho Agency for the Senate subcommittee hearing on juvenile delinquency tentatively planned for April 29, 30, 1955, in Phoenix, Ariz.

Several factors have a direct bearing on the programs of the Navaho Agency which are discussed in these reports. A brief review of general information pertaining to the attached information will be made.

GENERAL INFORMATION

The Navaho Agency exercises Federal jurisdiction over the Navaho Indian Reservation. The agency's programs and activities extend over the approximately 25,000 square miles of the Navaho Reservation which is located in the States of Arizona, New Mexico, and Utah. This area is inhabited by an estimated 78,350 people.

From the geographic standpoint, the reservation lands range from desert areas to plateaus and mountains. Certainly this erratic terrain magnifies the problems of program administration because of the barriers imposed on communication and transportation inherent in the distances involved and poor road conditions.

The estimated income for the reservation is on the average $730 for families who derive their livelihood from agricultural products; $855 for families whose livelihood depends on wages. By and large a family income is derived from one of the following: pastoral endeavors, agricultural pursuits, off-reservation seasonal agricultural work, or railroad employment.

From the standpoint of education, an authority who has conducted extensive research on the Navaho Reservation states that 88 percent of the male Navahos 18 to 38 are illiterate.[1] It is believed that this number would be decreased considerably for the younger group 6 to 18 and the older group 38 and above, increased at least 5 percent.

[1] George I. Sanchez, The People, p. 25, The Haskell Press, 1948.

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The foregoing "general information" should be kept in mind as the following section dealing with Navaho Agency programs is reviewed. In actual practice the programs of these branches are closely coordinated.

The program section's sequence is—

1. Branch of education
2. Branch of health
3. Branch of relocation
4. Branch of welfare
5. Branch of law and order

BRANCH OF EDUCATION

Navaho Agency education program

Children in Bureau schools.—During the 1953–54 school year 81 percent of all children enrolled in Navaho Agency Bureau schools were in grade 3 or below. Delinquency problems among these lower-grade pupils were very small although a fair proportion of Navaho children present problems created by undesirable home conditions. Since a large proportion of the schools are boarding schools, neglected children can be cared for in the absence of suitable boarding-home care.

School attendance.—The big factor in assisting the home with the problems of Navaho children is the school. The school can only help those who are in attendance. The blunt approach of police action in securing attendance in Navaho Bureau schools is so minimized as to be almost lacking. This is because it is not needed and because a different foundation for school attendance among Navahos is believed to be on a sounder basis.

Instead of police action in attendance matters, an educational program of interest and benefit to pupils and one which appeals to the parents has been planned. This is designed to give the Navaho people, in cooperation with other schools, a complete program of elementary, high school, vocational, and college training.

This approach to attendance and needs has been productive. The enrollment of Navahos in all types of schools was 5,916 during the 1942–43 school year. This increased to 14,765 during the 1952–53 school year. The figure is 22,751 as of April 8, 1955.

School census.—To understand the problems of Navaho children and their needs it is necessary to determine how many there are and the age, sex, location, and previous school history of each. This is done by an annual school census with home visitation and results in the way of figures and maps showing the home location of each child. The census of June 30, 1954, showed 27,362 children of school age, plus 714 other children in school who were not of school age. The Bureau regards children as being of school age if they are from 6 to 18 years of age, inclusive.

Definite plans are being made for the early enrollment of all Navaho children of school age, not now in school, who are in a position to be educated. The recent great increase in enrollment and the expected early added increase in enrollment make up the great contribution of education to the program of juvenile delinquency, coupled with the program for the children after they are in school.

Program for attendance and education.—Police action is a negligible factor in school attendance among Navahos and in dealing with children in Navaho Agency Bureau schools. It is believed that a sound and intelligent approach to these problems among Navahos must depend, to a very large extent, on the proven ability of the schools to serve the people, close cooperation between the Navaho people and tribal officers and the Bureau, and the use of the welfare branch in the case of special individual problems.

Individual factors entering into the effectiveness of the program have been local school boards of Indians, Parent-Teachers Associations, radio programs in the Navaho language, information given to the public press, classes held in the Navaho language, the training of interpreters, the publication of a Navaho language periodical, letters to parents from pupils and teachers, school newspapers, report cards, public meetings to discuss school problems with the community, the coordination of education, health, and related activities under a special assistant general superintendent, the employment of Navahos in the great majority of school positions, the training of Navaho teachers in college, athletic and physical education programs, visual aids, educational trips, special Navaho readers, the cooperation of the education branch with Navahos and the Navaho Tribal Council in educational planning and execution, home visitation in recruitment work, census work, and for other purposes, and the policy of making local schools serve as community centers for the Navaho residents of the territory of the school.

Special hazards and problems.—Children in Navaho Agency Bureau schools face certain special problems in adjustment, aside from those shared with children all over the country. The drinking of alcohol is one of these problems and it affects the children, not directly to any extent, but because of excessive drinking by many parents. Marriage ties are not firm in a large number of cases, this is causing much trouble with the children. Many children, as well as Navaho adults, are taken into a white environment in towns with inadequate preparation, and there, because of inadequate preparation and economics stress, are pushed into poor parts of white settlements and into contact with the less desirable elements in the white population.

The education branch has been closely coordinated with related Bureau activities through the efforts of its director and the supervision of the assistant general superintendent in charge of the associated branches. Thus the efforts of the doctor, nurse, social worker, teacher, principal, guidance officer, and others can be brought into play when special problems arise and in the general planning work for preventing and handling juvenile delinquency.

The boarding schools provide an excellent opportunity to provide children with correct interests, attitudes, moral standards, and habit formation which might be missing in day attendance where certain homes are broken, inadequately financed, and parents are moving about because of seasonal employment. These schools also make easy the religious programs of different churches for Navaho children, all operating under definite rules and with parental authorization. The bordertown dormitories, recently instituted, offer an interesting and beginning approach to bridging the gap between reservation life and culture and white civilization and problems. Here the children are housed and fed by the Bureau while attending public schools with white children, payment being made by the Bureau for the attendance. Navaho Agency boarding schools are in general close to the parents of the pupils in school, thus permitting the maintenance of ties with the father and mother.

Number of Navaho children in school.—As of April 8, 1955, the year enrollment of Navaho children for the 1954-55 school year was as follows:

Navaho Agency Bureau schools	10, 885
Other Bureau schools	6, 606
Mission schools	1, 360
Public schools	3, 900
Total	22, 751

The total not in school, of school age 6 to 18, inclusive, obtained by subtracting the above from the last census figure of school age children, plus those in school not of school age, or 28,076, would be 5,325. Of these 5,325 children out of school, many are nearly 19 years of age and many have been in school and have quit or have finished school.

During the 1953–54 school year the year enrollment of pupils in Navaho Agency Bureau schools was 6,961, the average daily attendance was 6,210, and the percentage of attendance based on these figures, was 89.2. The percentage of attendance would be much higher if based on present enrollment during the school year. A statement of Navaho enrollment in Bureau schools, as of April 8, 1955, follows this report.

The future.—This is a period of great change in Navaho life. Continued support for a full school program appears to be the best way of securing the adjustment of Navaho young people to this change.

BRANCH OF HEALTH

The branch of health is carrying out a comprehensive health program on the Navaho reservation. For purpose of description the program can be divided into several categories although in the actual workings of the program there is a complete interrelationship.

1. *Hospital services.*—Hospitals are operated at Tuba City, Winslow, Fort Defiance, Shiprock, and Crownpoint. The budgeted bed capacity of these hospitals is 346, divided as follows: 226 for general patients, 100 for tuberculosis, 20 for convalescent crippled children. In addition to the regular hospital facilities outpatient clinics are operated at each of the installations.

2. *Off-reservation hospital and medical care.*—Contracts are in effect for the care of approximately 500 tuberculosis patients and 35 psychiatric patients in private and State institutions. This service also furnishes special and emergency care for

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indigent Indians when necessary. Facilities are also provided for the care of health needs of migrant and seasonal workers when they leave the reservation.

3. *Field medical services.*—A staff of medical officers, public health nurses, and ancillary help is employed to provide public health and medical care in field clinics, health centers, schools, hogans. Under these services the staff is attempting to promote preventive medical programs with special emphasis on tuberculosis control and immunization programs.

4. *Oral health services.*—Dental officers and assistants are employed to carry out a dental program in field clinics as well as hospitals. Portable dental units are operated by the field dental officers using every facility available such as schools, trading posts, field clinic buildings, and other accessible space. The primary responsibility of the field dental staff has been to provide dental care for children. Adult care has been on an emergency basis in the past. An expanded adult program is planned as the needs of the children are met.

5. *Sanitation services.*—Sanitary engineers, sanitarians, and Indian sanitarian aids are employed to provide an environmental sanitation program for the Indians on the reservation. In addition to this primary work this section also provides service to Bureau installations and commercial establishments located on the reservation. This section is also able to provide expert advice in problems of safe water supplies, sewage disposal, rodent and insect control and other problems of environmental sanitation.

To carry out this extensive health program the budget for the fiscal year 1955 is $4,400,000 in round figures.

RELOCATION PROGRAM

Basis of need

On the Navaho Reservation as well as other Indian reservations throughout the country, opportunities for self-support are inadequate. Land resources are insufficient either in quantity or quality, industrial development is negligible, and a considerable portion of the Indian population is faced with the alternatives of leaving the reservations to seek employment, or remaining wholly or partially unemployed.

Purpose

The purpose of the relocation program is to facilitate the voluntary relocation of Indians who are unemployed or who are underemployed, in appropriate year-round employment, to encourage and assist their voluntary movement to industrial areas where such employment can be secured, and to assist in their adjustment in communities to which they go.

Objectives

The objectives are to assist Indians to become self-supporting on a standard of living compatible with decency and health and to become a part of the normal social and economic life of the Nation.

Primary functions

(1) Develops and prosecutes a continuing information program to bring before the resident population, tribal officials, and community leaders factual data regarding reservation economy and population and the opportunities available through relocation for individuals and families, to improve their economic and overall living situation.

(2) Interviews persons interested in relocation for purpose of acquiring information about the individual's personal or family situation, his training, work experience and other employment qualifications, previous off-reservation living experiences, basis of interest in relocation, present resources and obligations and any personal or family problems which must be considered in connection with the proposed relocation.

(3) After investigation and personal conferences with applicant, determines extent of need for financial assistance in connection with relocation and arranges for grant of funds for this purpose.

(4) Interprets program objectives and methods of operation to tribal councils and Bureau staff members, maintains cooperative relationship with State employment services, Division of Vocational Rehabilitation, Veterans' Administration, and other public agencies, to insure full utilization of their services by Indians seeking employment or other services concerned with employment or equipping for employment.

STATISTICAL INFORMATION, FISCAL YEARS 1953 AND 1954, NAVAHO AGENCY, BRANCH OF RELOCATION

EXHIBIT 1.—*Bureau financial relocatees who have returned to the reservation*

Total persons relocated:		
1953		89
1954		143
Total persons returned:		
1953		17
1954		31
Retroreturnees to relocations:		
1953	percent	19
1954	do	22
Total relocations, 1953–54		232
Total returns 1953–54		48
Ratio returns to relocations	percent	21

EXHIBIT 2.—*Complete family units: Bureau financial relocatees who have returned to the reservation*

Relocations, 1953:		
Units		5
Persons		50
Relocations, 1954:		
Units		21
Persons		92
Total relocations:		
Units		26
Persons		142
Returnees, 1953:		
Units		1
Persons		2
Returnees, 1954:		
Units		5
Persons		22
Ratio, total returnees to total relocations	percent	17

EXHIBIT 3.—*Single men: Bureau financial relocatees who have returned to the reservation*

Relocations, 1953		25
Relocations, 1954		32
Total relocations		57
Returnees, 1953		7
Returnees, 1954		5
Total returnees		12
Ratio, total returnees to total relocations	percent	21

EXHIBIT 4.—*Single women: Bureau financial relocatees who have returned to the reservation*

Relocations, 1953		4
Relocations, 1954		6
Total relocations		10
Returnees, 1953		3
Returnees, 1954		1
Total returnees		4
Ratio, total returnees to total relocations	percent	40

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EXHIBIT 5.—*Family heads only: Bureau financial relocatees who have returned to the reservation*

Relocations, 1953	10
Relocations, 1954	13
Total relocations	23
Returnees, 1953	5
Returnees, 1954	3
Total returnees	8
Ratio, total returnees to total relocations—percent	35

Relocation statistics, fiscal year 1955 (July 1 to Mar. 31)

1. Persons relocated without financial assistance:	
(*a*) Unattached women	4
(*b*) Unattached men	4
2. Persons relocated with financial assistance:	
(*a*) Number of persons	139
(*b*) Unattached women	1
(*c*) Unattached men	38
(*d*) Complete family units	21
3. Total number of persons returned to reservation	15

WELFARE PROGRAM

Basis of need

On the Navajo Reservation there exists a need for general assistance to indigent Navaho Indians who are not eligible for public or general assistance through programs operated by their State and county governments. In some cases, this general assistance may be needed, and provided, for a reasonable time on an emergency basis pending establishment of eligibility for public assistance and receipt of first payment.

Purpose, objectives

Criteria for the determination of need for general assistance provides that such a need is present when income and resources are insufficient to meet the living costs of a family or person on an adequate standard of health and well-being. Through such assistance, persons who are unemployed during the winter months and who do not receive unemployment benefits are given aid until such time as they can care for their families. The purpose and objective of the Welfare Branch is seeing that persons needing such help and who are eligible for it, receive it.

It will be mentioned that assistance under the Bureau's program is limited to eligible Indians living on reservations. Also, assistance is given in cash and on a monthly basis.

Primary functions

The Branch of Welfare has responsibility for—

(1) Activities related to planning, development, and evaluation of the Navaho Agency Welfare Program.

(2) The execution of all phases of the approved child-welfare program.

(3) Making provision for general assistance to eligible indigent Navaho Indians.

State welfare programs

Persons eligible for the State welfare programs, namely, old-age assistance, aid to dependent children, aid to the needy blind, and aid to the totally and permanently disabled make application to the respective welfare departments. The States of New Mexico and Utah receive applications through county welfare offices. In Arizona a special unit visits the reservation on an itinerant plan.

Average assistance grant

The average general assistance grant for April 1955 was $43.37 per family. The average number of families per month receiving general assistance in 1953 was 325; in 1954 the number was 281; from July through April of the present fiscal year the number averages 282. The reasons for persons receiving assistance in March of the past 3 years are given in table I below.

Table I

	1953		1954		1955	
	Households	Persons	Households	Persons	Households	Persons
Total cases aided	325	462	285	404	302	453
Dependent children	0	0	14	59	17	81
Physical handicap	185	235	243	316	272	341
Mental handicap	9	9	0	0	0	0
Old age	0	0	27	28	10	12
Emergency	55	130	0	0	1	8
Unemployment	76	88	1	1	2	11

PROBLEMS—NEEDS

There is need for extended services to children. The service should be available for those children who are orphaned or who have only one parent; children whose parents are unable to manage their own affairs; children whose parents have abandoned them and children who are so neglected that their well-being is impaired or they fall into habits of delinquency; children who are blind, deaf, crippled, feeble minded or otherwise physically or mentally handicapped are also in need of special treatment and services. State welfare departments, through their child-welfare services programs, can give only very limited help, usually due to lack of staff and finances. The Navaho Reservation has only 1 child welfare worker, but recently received approval of 2 more positions in child welfare. The recent administrative organization of the Navaho Agency provides five subagencies. One general worker and one child-welfare worker should be placed in each of these subdivisions to achieve a minimum of service. At the present time there are 5 general social worker positions; however, 2 vacancies exist; 1 will be filled about the middle of May.

The most pressing problem regarding children on the Navaho Agency is with reference to children who should be placed in foster care due to the need of the mother to be hospitalized for a period of time because of tuberculosis. Although problems of antisocial behavior are referred for attention of the Welfare Branch, because the number is small, this is not considered by the welfare staff to be the problem that needs most attention.

EXPENDITURES

During the fiscal year of 1953 a total of $26,401.95 was spent for foster care. In 1954 the amount was $34,392.26. In addition $24,563.82 was spent in 1953 for children in State schools for the blind and deaf. In 1954 the amount spent for these children was $29,682.78. In March of 1955, 31 children were in schools for the blind and deaf; the cost per child is $1,000 for the school term. The average number of children in foster care during 9 months of the present fiscal year is 94 at a total cost of $32,075.87. There are other children in need of foster care, mostly due to ill health of the mother. Lack of staff and suitable foster homes have prevented accepting them sooner. Additional staff should be able to alleviate this problem and insure proper care for children who need temporary placement.

General assistance expenditures for the fiscal year 1953 were $153,148.79; for 1954 the amount was $136,212.24 and through April of 1955 the total amount expended is $120,045.58.

LAW AND ORDER PROGRAM

Basis of need

The need for a law enforcement agency on the Navaho Reservation, as with any populated region, stems from the large geographic area the reservation includes and the concentration of population found.

Further, the transition status of the Navaho people magnifies the problem. The increased assimilation or integration of the native culture with the dominant culture has tended to deteriorate Navaho culture values. As a natural result, these cultural values are being replaced with the bad, as well as the good things, of the dominant culture.

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Purpose, objectives

The purpose of the law and order program is not only to enforce and assist in the enforcement of Federal, State, local, and tribal laws on the Navaho Reservation, but also within the limitations imposed by funds and personnel, to institute positive, preventative measures of a progressive nature.

Primary functions

The Branch of Law and Order has responsibility for—

1. The enforcement of Federal law within the Navaho Agency's jurisdiction.
2. Assisting the Federal Bureau of Investigation and other Federal, State, and local law-enforcement agencies in the investigation of crimes coming under the jurisdiction of such agencies.
3. Assisting the Navaho Tribal Council in the enforcement of tribal ordinances and regulations.
4. Assisting Navaho tribal courts of Indian offenses.

The following is a general discussion of the Navaho Reservation law enforcement program with its problems, needs and related aspects together with the status of juvenile delinquency discussed.

Personnel employed

The Branch of Law and Order at the Navaho Agency is under the immediate direction of a criminal investigator, grade GS–11 (Branch Chief). The Branch Chief is assisted by an administrative assistant, grade GS–6, a criminal investigator, grade GS–9, a chief policeman, grade GS–4 and nine policemen, grade GS–3, who are federally paid and have civil-service status. In addition there are 29 full-time Indian policemen paid by the tribe, who receive an annual salary of $3,134 and 12 part-time deputy Indian policemen who are paid at the rate of $125 per month from tribal funds appropriated by the tribal governing body. From tribal money there is also employed at the Law and Order headquarters 2 clerk-stenographers, 2 cook-matrons and a jailer-maintenance man.

Location of enforcement personnel

The above enforcement personnel are stationed at strategic points throughout the Navaho Agency's jurisdiction, including the so-called checkerboard area in northwestern New Mexico. The farthest police outpost to the west located at Tuba City, Ariz., is approximately 300 miles by road from the farthest police outpost to the east located at Torreon, N. Mex.

There is a total of 21 locations in the States of Arizona, New Mexico, and Utah where enforcement personnel are stationed. At four of these locations, jails and courts of Indian offenses are operated. These are Fort Defiance, Ariz., which serves as headquarters for the Branch of Law and Order; Tuba City, Ariz.; Shiprock, N. Mex., and Crownpoint, N. Mex. In addition there has just recently been established a court at Ramah, N. Mex., although there are no jail facilities there.

Judiciary division

The Judiciary Division of the Branch of Law and Order is entirely financed by monies appropriated by the tribe.

Personnel consists of 1 chief judge, 6 associate judges and 4 court clerks. These are all full-time salaried officers. Judges receive $3,800 and court clerks $2,750 annually.

Table I below reflects the locations of police outposts, number and type of personnel stationed at each and available facility.

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Table I

Name of town or community	State	Police			Other			Judiciary		Facilities					Automotive, radio-equipped, tribal-owned
										Jail			Court	Kitchen for prisoner feed	
		Federal	Tribal regular police	Tribal part time	Clerks	Cooks	Jailer	Judge	Court clerk	Number	Male	Female			
Fort Defiance	Arizona	8	4		3	2	1	2	1	1	40	6	1	1	6
Tuba City	do	2	3					1	1	1	12	0	1	(1)	3
Shiprock	New Mexico	2	3	1				2	1	1	12		1	(1)	3
Crownpoint	do	1	1					1	1	1	8	4	1	(1)	1
Newcomb	do		2												1
Aztec	do	1	1												1
Torreon	do		2												1
Navaho Village	do	1	1												1
Fruitland	do			1											
Aneth	Utah			1											
Teecnospos	Arizona			1											
Chinle	do		2	1											1
Ganado	do		2	1											1
Indian Wells	do			1											
Gap	do			1											
Kayenta	do			1											
Leupp	do		2	1											1
Copper Mine	do			1											
Klagetoh	do		2												1
Lukachukai	do		2												1
Pinon	do		2	1											1

(1) Contractual.

Vacancies, staffing problems

Of the total established positions in the foregoing table as of this time there exists the following vacancies: 5 Federal policemen, grade GS–3, 1 tribal policeman, regular, and 3 tribal policemen, part time.

The present established annual salary rates make it extremely difficult to recruit personnel with sufficient capacity to absorb training and techniques essential to becoming efficient law-enforcement officers; consequently, there is a substantial turnover in personnel; language barriers preclude having but a minimum of non-Indian personnel.

The application of criminal law in the Indian country, to say the least, is extremely peculiar and varies from one area to another depending upon status of land, treaty stipulations, Federal statutes, etc. Consequently, it requires considerable association, training, study, research, and ability to absorb these peculiarities on the part of law-enforcement personnel.

Enforcement problems

The degree of effectiveness of the Navaho law-enforcement program with its present limited number of enforcement personnel scattered over an area roughly the size of the State of West Virginia, together with, largely, poor roads and communications, is only attributable to the peaceful characteristics of the Navaho people as a whole.

With the increased assimilation with Anglo cultures, brought about through the introduction of the automobile into the Navaho's way of life, off-reservation employment, military service by many of the young men, and the accelerated educational program have necessarily begun to deteriorate their native cultures, being replaced with the bad as well as the good things of Anglo culture.

What sufficed a decade ago in the way of a law-enforcement program on the Navaho, does not suffice today, and the program of today will not fit the situation in another decade. The ultimate answer to the Navaho, as well as any other tribe of Indians' law-and-order problems, is to come under the jurisdiction of the State civil and criminal laws; however, neither the Navaho people nor the State governments are at this time ready to effect transition; not until there has been effected a more favorable balance of literacy through formal elementary education. Remedies for the present and until such time as the States and Navaho people are ready for State jurisdiction, should consist of broadening the Federal statutes to encompass a greater portion of offenses than are now covered, including misdemeanors, which could be for the most part handled by United States commissioners as petty offenses. There should be a complete reappraisal of the areas of vacuum that presently exist in the Indian country, where no laws cover commissions or omissions that would normally be offenses under State laws.

Additional authority needed

If the courts of Indian offenses and tribal courts are to continue to exist, they should be completely overhauled to make them effective; for instance, these courts presently have no power of extradition from outside of the Indian country. This factor alone could contribute largely to juvenile delinquency, in that abandoning family heads who are answerable only to these courts cannot be returned to the reservation and be made to support their dependents; consequently, their families become public charges. Statistics indicate that the majority of delinquencies among children stem from unstable or broken homes.

Need for locally stationed FBI agent

Another factor to be considered is the establishment of a resident Federal Bureau of Investigation agent on the the Navaho. If that investigative agency is to have primary investigative jurisdiction over the applicable general laws of the United States, in cases of serious crime, it is essential that the responsible investigative officer be on the scene at the earliest possible time. This cannot be physically accomplished where agents are stationed long distances from the reservation and have large areas to cover beside the reservation. As is the case at Navaho, this results in undue delay in some cases in bringing persons accused or suspected of crime cognizable in the Federal district courts before an arraigning magistrate. This is in no sense intended as criticism of the Federal Bureau of Investigation, as that agency is heavily leaned upon by the Indian Bureau for assistance in many ways, and they have always been more than willing and anxious to assist within their power. However, slight policy changes on the part of both agencies because of the Indian country being peculiar to other Federal reservations could, we believe, create a more satisfactory net result in the handling of major crimes.

Status of juvenile delinquency, disposition of cases

Juvenile delinquency is not an acute problem within the Navaho jurisdiction in comparison with metropolitan cities and even small towns throughout the United States, if we are to believe what is printed in our daily newspapers; that is to say, serious crime among Navaho children is practically unheard of. Those cases involving Navaho children that come before the courts of Indian offenses are, almost without exception, from homes of more progressed Navaho people who are living in or near the larger villages on the reservation. These are generally children who have had the benefit of schooling rather than children from the rural areas where the people live pretty much in their traditional way, following their flocks of sheep for a livelihood. The records of the 4 established courts of Indian offenses on the Navaho reflect a total load of 73 juvenile cases over the period from February 1953 through March 1955. Of this number the courts dismissed 20 cases for lack of evidence to substantiate a finding of delinquency; of the balance, 10 children were reestablished in their own homes. Two cases were resolved through the appointment of a responsible person to act as a probation officer and adviser to child.

The balance of 41 children were placed in off-reservation Indian Bureau boarding schools to remove them from the home environment causing the difficulties. Of this number there have been only 2 or 3 cases where the records reflect that there was further difficulty with the child at the boarding school. The foregoing statistics on juvenile cases must be qualified by the fact that there are some juvenile cases of a minor nature, especially involving the age group from 8 to 12. These cases are heard informally by the judges, where no records are kept, for such things as window breakage, truancy, petty squabbles, etc. As previously stated, we do not feel that these statistics constitute a serious problem at this time. However, with expanded educational congregation of the Navaho children, the situation will most certainly follow the national pattern unless immediate safeguards are taken. There are many schools of thought as to what should be done to curb delinquency. We believe that there are persons available in our society well-qualified to treat this subject.

Indeed, if delinquency were rampant at this time on the Navaho, it would be a sorry state of affairs, as the courts of Indian offenses to whom the majority of cases would be amenable are without means to dispose of incorrigible cases under present laws and regulations. There is absolutely no place available to the courts of Indian offenses for commitment of such incorrigibles.

Use of intoxicants

It is a sad commentary to note that the majority of the 73 cases listed came before the courts directly or indirectly because of the use of intoxicants by these children. In most cases the source of supply was traced to the adult responsible and prosecution had. In fact, with few exceptions the difficulties Navahos get into with the courts are attributable to the excessive use of intoxicants. This, it is believed, does not differ substantially from any place else in the country; it is the same group before the courts again and again. There is definitely a place for an educational program on the use of intoxicants with the recent partial repeal as it affects the Navaho people. Liquor is legal off the reservation in the States of Colorado, Arizona, and New Mexico. In contrast the State of Utah has a law prohibiting the sale of intoxicants to Indians and intoxicants are illegal within the exterior boundaries of the Navaho Reservation proper and all trust allotments outside of the reservation.

Language barrier

The majority of Navaho people are unable to speak or understand the English language; consequently, the courts of Indian offenses are conducted entirely in the Navaho language. There is no widely used written Navaho language; therefore, there is not a verbatim record kept of the proceedings of these courts. A case file will consist of a simple written complaint and information together with the related copies of warrants, subpenas, and the final disposition or order of the court. Cases are recorded in a court docket by document number listing the date, principals, and type of offense; all documents are then jacketed and filed under docket number and title of case. There is no comprehensive breakdown as to nature of offense, sentence, etc., on a monthly or annual basis; rather a monthly report is submitted by each court relating total number of cases heard

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broken down only as to civil or criminal nature, reflecting also the total amount of fines collected. It would be a monumental task to go through the case files to ascertain the number of each type of offense and total penalties levied in the 4 courts in the past 2 years or for any given time, as the present files encompass cases dating back to 1950.

Cases processed by courts of Indian offenses

However, the table II, below, fairly accurately reflects the total number of cases processed by the four existing courts of Indian offenses in the Navaho jurisdiction covering the period from July 1, 1953, through March 1955.

Table II

Total criminal cases	7,421
Total civil cases	697
Total fines	$100,614.30

The above total of criminal cases cover all offenses enumerated in the Code of Indian Offenses for the Navaho jurisdiction. Of this total about 90 percent of the charges were for intoxication and possession of intoxicants. Without checking each file and compiling the data therefrom, it is impossible to arrive at a total of sentences handed out by the courts, or to arrive at an exact average sentence; however, it appears from day-to-day observance of the sentences and based on fines collected and costs of subsistence for prisoners, it would be conservative to estimate the average sentence imposed for all offenses passed on by the 4 courts to be 40 days in jail or $40 fine. Considering that the great majority of these offenses are simple disorderly conduct charges, which in most justice of the peace or police magistrate courts under State laws usually receive a 5- or 10-day jail sentence, it is apparent that the Indian courts' sentences are more severe.

Federal district court cases

In touching on major crimes cognizable in the Federal district courts, the statistical information available at this jurisdiction is somewhat scanty and in some cases totally lacking as to final disposition. For the same period from July 1, 1953, through March 1955, there have been approximately 116 cases referred to the Federal district attorneys' offices in the States of Arizona and New Mexico, through the FBI and on some matters—mostly violations of the Indian liquor laws—directly by personnel of the Navaho Branch of Law and Order; of this number our records indicate 14 convictions were had. The balance of 102 cases fall in 3 categories: declined prosecution by the respective United States attorneys' offices for one reason or another, acquittals or dismissals, and cases pending. The latter consists at this time of 12 cases either awaiting grand jury action or indictments presently calendared for court disposition.

Investigation of homicides

The investigation of homicides on the reservation is somewhat hampered by lack of legal machinery usually available under State laws; for instance, there are no provisions for a coroner or coroner's inquest, to result in ordering an autopsy to make a medical determination as to cause of death (an absolute prerequisite to any prosecution). There is no apparent authority vested in anyone to order an autopsy over the objection of next of kin, which in some instances cannot be obtained due to religious beliefs and a desire to bury the deceased almost immediately. The investigative agency having primary jurisdiction should be vested with authority to order an autopsy or other means provided to that end.

Comments on the future

As previously stated the Navaho people are characteristically peaceful people. If they were not, the present system of laws and present enforcement strength could not begin to effect law and order in this vast area. The Navaho people are definitely in the preliminary throes of transition and assimilation and the demands for a better system of law and order will steadily increase. If we do not keep abreast or ahead of these demands, the net result will be lawlessness, as has happened in the past on other reservations in the Midwest.

APPENDIX 19

CONSOLIDATED UTE AGENCY

The Consolidated Ute Agency consists of the Southern Ute Reservation and the Ute Mountain Ute Reservation.

The Southern Ute Reservation consists of 5,291 acres of allotted land, 298,277 acres of tribal land, for a total of 303,518 acres. In addition, there are 565 acres of agency and school reserve.

The Ute Mountain Reservation consists of 9,079 acres of allotted land, 553,358 acres of tribal land, for a total of 562,437 acres. In addition there are 1,040 acres set aside for administrative sites. The tribe purchased additional land this year for summer range (6,225 acres) from rehabilitation funds.

The Southern Ute Tribe has an enrollment of 563 and the Ute Mountain Tribe has an enrollment of 657. All members of the Southern Ute and Ute Mountain Tribes are self-supporting and their income is derived from two main sources: unearned income in the form of per capita distribution of tribal income from oil and gas leases and earned income from livestock farming and employment. None are dependent on public or general assistance for support, although the Ute Mountain Tribe does maintain intermittently a so-called tribal pension roll for aged, ill, and widows. The per capita income from unearned sources for members of the Southern Ute Tribe during calendar year 1954 was $3,250 and for members of the Ute Mountain Tribe it was $1,200.

The present balance of Southern Ute tribal funds is $6,166,157.03 and the present balance of Ute Mountain tribal funds is $7,455,909.12.

Both tribes are in the process of conducting rehabilitation programs for their members based upon the act of August 12, 1954 (67 Stat. 540), for the Ute Mountain Tribe and the act of June 28, 1954 (68 Stat. 300), for the Southern Ute Tribe. The basis of the rehabilitation programs is the family plan by which each tribe makes a grant of $3,000 to each family member based upon sound family plans developed in cooperation with tribal committees and agency staff and approved by tribal committees. These grants are in the nature of authorizations and are not outright cash grants. Any capital needed by families over and above the grant is obtainable through tribal lending programs.

Census of Ute Mountain Ute children of school age, 6–18, Consolidated Ute Agency, 1954–55

Total number of children		187
Number in all schools		176
Public schools	22	
Federal schools:		
Reservation boarding schools	115	
Nonreservation boarding schools	36	
Total in Federal schools	151	
Mission schools (boarding)	2	
Special schools	1	
Number not in school		11

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Census of Southern Ute children of school age, 6–18, Consolidated Ute Agency, 1954–55

Total number of children		170
Number in all schools		164
Public schools	56	
Federal schools:		
Reservation boarding schools	93	
Nonreservation boarding schools	10	
Total in Federal schools	103	
Mission schools (boarding)	3	
Special schools	2	
Number not in school:		
Married	5	
Other reasons	1	
Total number not in school		6

Ute Vocational School enrollment, 1954–55 [1]

Grades	Day	Boarding	Southern Ute	Ute Mountain	Navaho	Other	Total
Beginners	11	7	12	1	5	0	18
1st	6	18	8	0	15	1	24
2d	6	20	7	2	16	1	26
3d	4	22	7	1	17	1	26
4th	7	21	8	1	16	3	28
5th	9	20	9	5	14	1	29
6th	8	22	9	1	18	3	30
7th	8	21	9	7	11	2	29
8th	11	21	11	4	9	8	32
9th	5	21	6	3	12	5	26
10th	3	15	3	4	9	2	18
11th	2	16	5	3	9	1	18
12th	3	16	3	3	12	1	19
Total	83	240	97	35	163	28	323

[1] Figures are for the month of September 1954.

Towaoc Boarding School enrollment, 1954–55

Grades	September	October	November	December	January	February	March
1st	20	21	22	22	23	23	23
2d	18	19	19	19	19	19	19
3d	24	24	24	24	24	24	24
4th	19	19	20	20	20	22	22
5th	20	22	22	22	22	23	23
6th	13	18	19	19	19	19	19
	Percentage of attendance						
All	97.8	97.5	94.9	95.2	91.1	84.4	89.6

Percent of attendance as reported on annual school report, May 1954

	Percent
Ute Vocational School:	
Day	85. 8
Boarding	99. 5
Towaoc Boarding School	85. 0

Attendance figures for September through March 1954–55, Ute Vocational School

	Enrollment	Average attendance
Day	97	89
Boarding	235	225
Total	332	314

School budget for 1955

Ute Vocational School	$239, 071
Towaoc Boarding School	109, 105
District contracts	32, 100
Total	380, 276

PROCEDURES IN EFFECTING SCHOOL ATTENDANCE

First, enumeration.—Toward the end of each school term designated teachers carefully check the census rolls, send out letters to all schools of the adjoining area, hold conferences with welfare officer and public health nurses to determine the location of all families. With this information the census cards are brought up to date. This procedure is repeated before the beginning of the school term and immediately after the beginning of school.

Second, home visitations.—Teachers and members of the education committee visit all homes on the reservation.

Third, printed information.—Letters, copies of the school newspaper, and other printed matter reach the parents regularly.

Fourth, letters sent out.—Letters to county, State, public school, and Federal officials advising them of the whereabouts, economic status, and other personal information of the families and students are mailed out as needed.

Fifth, council cooperation.—Weekly reports on attendance are made by all teachers to the tribal council. An educational representative of the council then contacts the parents of the children whose attendance has been poor. Meetings have been held jointly by tribal representatives and the school, at which time the tribal representatives rewarded students for high achievement and attendance.

Curriculum.—The Ute Vocational School, the only Indian high school on the reservation, is fully accredited by the State of Colorado. This school works closely with the other schools, both public and Federal, being a member of the San Juan Basin Activities Association and the Colorado High School Activities Association. Pupils participate fully in the athletic, student government, fine arts, and other activities of the area. Ninety percent of the teachers are members of the State teachers association and participate in workshops and meetings with public school teachers regarding teaching procedures and the curriculum.

The program of the Ute Vocational School includes the academic subjects required by the State accrediting department and follows the State course of study. The school also offers vocational subjects in agriculture and home economics. In the grade school a course of study arranged through cooperative study with the United Pueblos Agency is followed. The school is visited regularly by State and county school officials.

Teachers.—In order to receive civil-service status, teachers in a government school must have degrees for high school and grade school positions. In addition, high school teachers must meet the State requirements as to number of hours in the specific subjects they are to teach. Only one of the teachers at the Ute Vocational School does not meet both of these requirements and this teacher will fill the requirements this summer.

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Extracurricular activities.—Community meetings are held at the school at regular intervals. Religious instruction is available for the children, outside of school time, several days a week.

A regular sports program in football, basketball, and baseball is carried on in cooperation with the other schools of the area.

The 4–H and FHA chapters are very active, taking part in the activities of the county and State organizations. Boy and Girl Scout troops have been organized within the past 2 years. The tribe, the school, and the community have organized a recreational program for the summer which will include swimming, boys' and girls' softball leagues, arts and crafts classes, summer camps, a youngsters' baseball league, and an adult baseball league. Other activities running during the school year include student council, school paper, driver-training classes, and a student-operated canteen.

The Towaoc Boarding School operates on a different basis. It is an elementary school for grades 1 through 6 and is operated by the Montezuma Public School District. The buildings and utilities are furnished by the Government. The district hires the teachers and the school has the same course of study as the other public schools of the State. The Government operates the dormitories, dining hall, quarters, heating plant, and takes care of maintenance of all buildings. Extracurricular activities are provided by the Government in the form of intramural sports, clubs, building councils, and weekly movies. The Ute Mountain Tribal Council at Towaoc also receives weekly reports on attendance and cooperates with the school in trying to keep attendance and achievement at as high a level as possible.

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Ute Vocational High School class schedule, 1954–55 (School year)

Time	Kemp	Stimson	Scott	Kitfer	Lacewell	Blackbird	Arenas	Cunningham	Richmond	McCleery	Moeny
8:00 to 8:45	Supervising Kitchen	Supervising Farm									Senior Band 40
8:45 to 9:05			Home Room Grade 8 32 Boys Base.	Home Room Grade 9 18 English Rm.	Home Room Grade 10 18 Gym	Home Room Grade 10 18 Ag. Rm.	Home Room Grade 11 16 Science Rm.	Home Room Grade 7 28 Girls Base.	Dormitory Supervision	Dormitory Supervision	
9:05 to 10:05	Home Ec. Girls Grade 8 Home Ec. Rm. 16	Agriculture Boys Grade 8 Ag. Rm. 16	Am. Hist. Grade 11 16 Boys Base.	English Grade 9 23 English Rm.	American Problems Grade 12 18 Girls Base.	Phys. Ed. Boys Grade 7 20 Gym	Health Girls Grade 7 8 Laundry	General Science Grade 10 18 Science Rm.			Elementary Music 25–34
10:05 to 11:05	Home Ec. Girls Grades 11, 12 Home Ec. Rm. 17	Ag. and Shop Boys Grades 11, 12 Ag. and Shop 17	Shop Boys Grade 7 20 Shop	English Grade 8 32 English Rm.	Civics Grade 10 18 Girls Base.	Open	Phys. Ed. Girls Grade 7 8 Gym	Mathematics Grade 9 23 Science Rm.			Elementary Music 24–32
11:05 to 12:05	Home Ec. Girls Grade 7 Home Ec. Rm. 8	Agriculture Boys Grade 7 20 Shop	Biology Grade 12 18 English Rm.	English Grade 10 18 English Rm.	World History Grade 9 23 Girls Base.	Phys. Ed. Boys Grade 9 23 Girls Base.	Phys. Ed. Girls Grade 7 16 Gym	Mathematics Grade 11 18 Ag. Rm.			Sectional Rehearsal Band 8

NOON

1:00 to 1:45	Home Ec. Girls Grades 9, 10 Home Ec. Rm.	Agriculture and Projects Grades 9, 10 Ag. Rm.	Shop Boys Grades 9, 10 Shop	English Grade 11 16 English Rm.	English Grade 12 18 Girls Base.		Social Science Grade 8 32 Science Rm.	Mathematics Grade 7 28 Laundry	Dormitory Supervision	Dormitory Supervision	Open
1:45 to 2:30	Ditto 19	Ditto 22	Ditto 22	English Grade 7 28 English Rm.	Open	Dr. Training Grades 11, 12 32 Laundry		Open			Sectional Rehearsal Band 8-12
2:30 to 3:15	Open	Open	Social Studies Grade 7 28 Ag. Rm.	Open	Attendance Records	Health Wed. Boys Grades 9-12 Phys. Ed. Thurs., Fri. 39 Gym. Boys Base.	Girls Grades 9-12 Phys. Ed. Wed., Fri. Health Th. 36 Gym. Girls Base.	Mathematics Grade 8 32 Science Rm.	Guidance Boys Grades 9-12 Mon., Tues. 39 Boys Base.	Guidance Girls Grades 9-12 Mon., Tues. 36 Girls Base.	Sectional Rehearsal Band 7-10
3:15 to 4:00	FHA Girls Grades 9-12 Mon. Study Mon., Tues., Th., and Fri.	Ag. Club Boys Grades 9-12 Monday 39 Ag. Rm.	Open	Library	Supervision and Records	Athletics Boys Grades 9-12 Tues., Wed., Th., Fri. 30 Gym.	Pep Club Girls Grades 7-12 Tuesday 60 Gym.	Study Hall Grade 7 Th., and Fri. 28 Science Room	Guidance Boys Grades 7-9 Mon., Tues., Wed. 36 Boys Base.	Guidance Girls Grades 7, 8 Mon., Wed., 24 Girls Base.	Junior Band 24

NOTE.—Choir practice, 6:30–7:30 p. m. under the direction of Mr. Scheinost as announced per weekly calendar. Class play, basketball practice, shows, and other evening schedules and assemblies will be arranged and announced by weekly calendar.

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SOUTHERN UTE CHILDREN TO TRANSFER TO PUBLIC SCHOOL

One of the objectives of the Southern Ute rehabilitation plan is to provide public school education for every Southern Ute child. At the present time there are 48 Southern Ute children attending the Ignacio Public School and 93 are attending the reservation boarding school. The Government is contributing $72,000 this year to the Ignacio Public School District for improvement and expansion of the present elementary school so that they may accommodate all of the Southern Ute children. It is expected that the construction and improvement program will be completed this fall.

A 12-member education committee was appointed to study the problems involved so that the transfer might be made in an orderly manner and without any serious disturbance of the children involved. Membership in this committee is made up of 4 from the Southern Ute Tribe, 4 from the public school, and 4 from the agency. The following subcommittees were selected with representatives from each group:

(1) Committee on accumulative record study

This committee studied each of the occumulative records of the children involved and interviewed their teachers. After a study of the records, the committee recommended that most of the elementary children could be transferred with little difficulties involved, but that the junior and senior high school students needed further study by home visitations and talks with parents before any definite recommendation could be given. Each case needed to be considered on an individual basis.

(2) Committee on home visitation

The committee visited 20 homes the first week and found 15 parents at home. A partial progress report revealed that parents needed additional information and several new questions were brought before the educatlon committee to consider or clarify. This committee expects to finish visitation of all homes next month and will then make a complete report with recommendations.

(3) Committee on organization

This committee will study problems involving transportation, interchange of classes, schedules, attendance, policy, etc. No report has been received from this committee to date.

(4) Publicity committee

The purpose of this committee is to keep the public informed by means of the radio, newspapers, letters to parents of both non-Indian and Indian children, and to arrange to have members of the committee appear before service clubs, parent groups, teachers, and pupils to explain the program and answer questions.

One 30-minute radio program was presented by the committee and another program is planned with Indian and non-Indian students participating.

The education committee will continue to function for several years or as long as it is needed to assist with problems on transfers, attendance, policy, etc.

TRIBAL SCHOLARSHIPS

Both tribes are encouraging their young people to go to trade schools and colleges by offering scholarships worth $500 a year or $2,000 for a 4-year college course. Fourteen high school graduates have been awarded scholarships.

SOUTHERN UTE JUVENILE DELINQUENCY

Law and order

Appropriation from local tribal funds.—The total budget for law and order for the year is $11,000, of which $5,400 is paid for the salary of the one officer. Contractual services account for $2,000 and courts, arrest, and prisoner care for $2,000, with $1,600 for other expenses.

Court cases since Jan. 1, 1953

Number of juveniles (18 years of age and under) arrested since Jan. 1, 1953, as of today	25
Juvenile cases of arrest since Jan. 1, 1953	61

Summary of repeat cases

Number of juveniles	Times arrested	Total number of cases
11	1	11
6	2	12
3	3	9
3	4	12
1	7	7
1	10	10
Total (25)		61

Total number juvenile cases in each age group

Age:	Number of cases
13 years	1
15 years	2
16 years	10
17 years	29
18 years	19

Juvenile cases from intoxication, reckless driving, assault and battery, breaking and entering, driving without driver's license, resisting arrest, traffic violations, and disturbing the peace

Justice of the peace and city court	34
County court	15
Tribal court	12

Charges:	Number of cases
Reckless driving	23
Intoxication	23
Driving without driver's license	5
Traffic violations	6
Disturbance of the peace	2
Breaking and entering	2
Total	61

Cooperation with the city, county sheriff, his deputy, the State patrol, probation officer, and other officials of the law and order departments has been very good. Officers, however, have jurisdiction problems that need to be settled. A tribal committee at the present time is working on the law and order problems in cooperation with the county and city officials.

Disposition of cases

Number of cases	Disposition		Total
	Sentence	Fine	
1		$2.50	$2.50
2		5.00	10.00
1		8.00	8.00
4		15.00	60.00
1		15.80	15.80
4		17.50	70.00
1		16.70	16.70
1		23.00	23.00
3		25.00	75.00
1		29.23	29.23
7		30.00	210.00
1		35.00	35.00
2		40.00	80.00
2		45.00	90.00
2		50.00	100.00
1		53.00	53.00
1		55.00	55.00
1		64.70	64.70
1		62.50	62.50
1		78.00	78.00
1		75.00	75.00
1		80.00	80.00
1		100.00	100.00
1		108.60	108.60
1		113.60	113.60
1		125.00	125.00
1		110.00	110.00
2	Jail 30 days	50.00	100.00
1	do	68.70	68.70
2	Jail 45 days		
8	Probation		
2	Industrial school		
1	Dismissed		
Total (61)			2,019.33

UTE MOUNTAIN UTE JUVENILE DELINQUENCY

Law and order

Appropriation from local tribal funds.—The 1955 tribal budget for law and order is $24,480 of which $12,600 is paid for the salary of the 3 officers and 1 judge. Courts, arrest, and prisoner care amount to $3,000 with $3,388 prisoner care (at Towaoc), $5,000 for other expenses.

Court cases

Number of juveniles (18 years of age and under) arrested since Jan. 1, 1953, as of today 28
Juvenile cases of arrest since Jan. 1, 1953 74

Summary of repeat cases

Number of juveniles	Times arrested	Total number cases
11	1	11
4	2	8
3	3	9
5	4	20
4	5	20
1	6	6
Total (28)		74

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Age: *Total number juvenile cases in each age group*	*Number of cases*
12 years	1
13 years	4
14 years	7
15 years	8
16 years	15
17 years	20
18 years	19

At one time, there was considerable feeling in the local community of Cortez, Colo., that law and order problems of the community involving Indians, should be turned back to the tribe. However, the responsibility of the community for their law and order problems has now been accepted by the community and cooperation between tribal law enforcement and community law enforcement officials is good. The tribal officers maintain radio communications with the local sheriff's office for which the tribe pays $25 per month.

Reason for arrest	*Number*
Drunk	38
Drunk and disturbing peace	11
Drunk, no license to drive	1
Drunk on highway	1
Giving liquor to minors	1
Aiding and abetting	1
Drunk or fighting	3
Disturbing peace	3
Drunk and protective custody	2
Improper use of license	1
Liquor on reservation	5
Drunk driving, hit and run, no license	1
Drunk driving	1
Aiding and abetting drunk driver	1
Probation violation	1
No reason	2
Parole violation	1
Total	74

Disposition	*Number*
Released to city police, Cortez	22
Released to custody of tribal police	11
Referred to district attorney Montezuma County	5
Released to custody of school official	2
Released to Colorado State patrol	1
Released to sheriff LaPlata County	2
Released to custody of father	3
Released to Dolores city police	2
Released to district attorney	1
Released to justice of peace court, Dolores	1
Probation, 30 days	1
Probation, 30 days suspended	1
Probation, bond to father	1
Case continued	1
Suspended sentence, 30 days	1
Jail, 20 days	1
6 months' probation sentence	1
Continued and released	1
Unknown	2
Dismissed	4
Jail, 30 days county jail	1
Fine, $15	2
Fine, $15 or 7 days jail	1
Fine, $20 tribal court	1
Fine, $15	2
Fine, $50 and 15 days in jail	1
Fine, $103	1
Fine, $278 or 60 days in jail	1
Total ($527 in fines)	74

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HEALTH PROGRAM

Hospital services at the Taylor Hospital were discontinued on January 15, 1955, and it is now operated as an outpatient clinic for the members of the Southern Ute Tribe and the students of the Ute Vocational School on a 5-day week basis. The hospital services were discontinued because of the inability to obtain a medical officer and consequent lack of use and the financial ability of the tribal members to pay for their own hospital and medical care. The full-time staff at the clinic consists of 1 nurse, 1 attendant, and a clerk, and a part-time physician who drives out from Durango, Colo., 24 miles away. He is on duty each Tuesday and Thursday morning from 9 to 12. All hospital cases are sent to a nonbureau hospital in Durango where they may choose a doctor of their own choice. Hospitalization is usually limited to 14 days and cases involving long periods of hospitalization are referred to the County-Indian Hospital at Albuquerque, N. Mex. The clinic and the non-bureau-hospital programs are supported by appropriated Government funds; however, more and more individual members of the tribe are paying for their own hospital and medical services and the Council of Southern Utes is considering a hospital- and surgical-insurance program for the members of the Southern Ute Tribe.

The members of the Ute Mountain Tribe discontinued using the Taylor Hospital some 4 years ago and have hospitalized their members at the Southwestern Community Hospital in Cortez, Colo. The costs of hospital care and medical services are paid for by the tribe. A clinic is also maintained at Towaoc, Colo., the reservation headquarters which is staffed by a clinic nurse and a clerk, paid from tribal funds, and a part-time physician who visits the clinic each Wednesday morning from 9 to 12 paid from appropriated Government funds. The council is considering group hospital and surgical insurance for those members of the tribe living off the reservation proper in the vicinity of Blanding, Utah, who number 150 members. This will enable those members to take advantage of physicians' services and hospital services much closer to their homes.

The only free tuberculosis sanatorium available to Indians of the Southern Ute and Ute Mountain Reservation is the Indian sanatorium at Albuquerque, N. Mex. Psychiatric treatment is available at the Colorado State Mental Hospital at Pueblo, Colo., or from private hospitals, for which the Indians usually pay.

Dental care has not been available except on an emergency basis, and that is from local dentists in Durango. Local dentists are not interested in taking cases on a fee basis. Dental equipment at the Taylor hospital is available should the Public Health Service be able to secure the services of a dentist.

Yearly examinations are given to all schoolchildren enrolled at the Ute Vocational School and the Towaoc Boarding School and immunization programs are carried on at both schools. The services of a part-time public nurse for the Southern Ute Tribe and a part-time public health nurse for the Ute Mountain Tribe are obtained on a cooperative contract basis through the San Juan Basin health unit. The cost for the services to the members of the Southern Ute and Ute Mountain Tribes is paid for from appropriated Government funds. The nurses give classes in the school on personal hygiene, visit the school at least 1 day per week and spend one-half day each week at the clinics for any adults who are interested in their services. All children at the schools were given tuberculin tests and those reacting positively to the tests were given chest X-ray examinations. All X-ray examinations proved negative. All children are participating in the polio immunization program with the local communities, and both tribal councils have authorized the purchase of polio vaccine for preschoolchildren and expectant mothers.

The budget for the fiscal year 1955 is $69,988, a decrease of $25,245 from fiscal year 1954.

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Inpatient care

Month and year	Admissions	Hospital days	Individuals as outpatients	Month and year	Admissions	Hospital days	Individuals as outpatients
1953				*1954*			
January	157	761	318	January	27	158	154
February	39	440	210	February	16	192	121
March	36	294	210	March	20	179	141
April	17	168	149	April	21	113	142
May	17	160	146	May	14	156	128
June	18	119	62	June	6	89	62
July	24	206	87	July	12	90	61
August	14	204	80	August	6	52	117
September	21	186	145	September	9	32	244
October	17	147	183	October	3	22	206
November	14	130	314	November	13	50	169
December	21	177	118	December	4	30	124
Total (1 year)	395	2,992	2,022	Total (1 year)	151	1,163	1,669

Off-reservation hospitalization, Mercy Hospital, Durango, Colo.
($17.21 per diem rate)

Month and year	Admissions	Hospital days	Individuals seen, outpatient clinic	Month and year	Admissions	Hospital days	Individuals seen, outpatient clinic
1954				*1955*			
July	3		5	January	12	59	1
August	6		2	February	10	30	0
September	6		3	March	8	9	2
October	6		2				
November	6		11				
December	7		2				

Taylor Hospital, inpatient care

Month and year	Admissions	Hospital days	Individuals as outpatients	Month and year	Admissions	Hospital days	Individuals as outpatients
1955				*1955*			
January	0	0	97	March	0	0	127
February	0	0	161				

Ute Mountain Health Center, Towaoc

Total number of visits:

1953	4,817
1954	7,861

Southwest Community Hospital, Cortez, Colo.

[$14.58½ per diem rate paid from tribal funds]

Year	Total admissions	Hospital days
1953	150	923
1954	280	1,609

WELFARE DIVISION SERVICES

1954 is the first full year in which there has been a welfare department at the Consolidated Ute Agency. The focus of the department has been to develop usage of State and local resources by the Ute Indians. However, in both Colorado

and Utah, local county commissioners in the three counties involved are not yet ready to employ special service personnel although they are moving in that direction, with the Colorado State staff encouraging such development. Relief is not a problem in this area due to adequate and personal tribal funds. There are many serious social problems in each of the three groups involving child neglect, care of the aged, and other handicapped people; there are also problems involving non-Indian communities in encouraging their willingness to develop resources needed not only by Indians, but by the whole community.

At present, a 14-man recreation committee has been appointed from representatives of the Southern Ute Tribe, agency employees, and the town of Ignacio to plan a recreation program for the local community under the direction of the county recreation director. The activities underway at this time are a marble tournament for boys and a jack tournament for girls. Committees have been appointed for the following activities: Baseball, softball, roller skating, swimming, camping, roping, fishing, and dancing. All age groups will be included. The local Lions Club, Indian Women's Club, and the Ignacio Women's Club are ready to assist and give financial aid to this very worthwhile community program of recreation. The Southern Ute Tribal committee is also sponsoring a summer youth camp for teen-age boys of the tribe patterned after the old CCC camps. The tribal welfare committee is also responsible for the planning and organization of the 8-week summer day camp for children, age 6 to 12. A 2-day leadership training program, under direction of the State of Colorado welfare department, is being planned for the mothers, and teen-age girls May 6 and 7 to assist with this day camp. The Southern Ute Tribe is planning to build, eventually, a large recreation hall for $100,000; however, the present community hall is being enlarged to take care of immediate needs.

The Ute Mountain Tribe recently completed the construction of a new office building which includes a snack bar. A tribal club has been organized for planning recreation activities. Basketball and baseball teams are generally sponsored by the tribe. A weekly movie is sponsored by the school at Towaoc, classes in leathercraft, model airplane construction, photography, beadwork, and ceramics are in the process of being formed. A weekly movie is also sponsored by the school at Ignacio which is open to the community.

The amounts expended for welfare at this agency, Consolidated Ute Agency, during the past years is as follows:

1953	$3,625
1954	10,150
1955	9,760

Personnel includes 1 social worker and 1 clerk-typist.

Adequate housing has been a problem in the past, but with the rehabilitation program the past year, the Southern Utes have purchased 9 trailer houses, remodeled or built 36 new homes, while 6 houses are in the planning stage. With adequate housing, a healthy environment will be provided in which to bring up a family.

On the Ute Mountain Reservation, some 70 houses have been built or are in the process of construction.

Per capita payments 1954

	Number	Amount	Total
Ute Mountain Utes:			
Mar. 11, 1954	636	$350	$222,600
June 1, 1954	633	350	221,550
Oct. 8, 1954	643	400	257,200
Dec. 9, 1954	650	100	65,000
Total		1,200	766,350
Southern Utes:			
Mar. 1, 1954	546	750	409,500
June 17, 1954	550	500	275,000
July 12, 1954	550	500	275,000
Oct. 1, 1954 [1]	554	1,000	554,000
Dec. 9, 1954	554	500	277,000
Total		3,250	1,790,500

[1] Per capita payment part of rehabilitation program funds.

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1955 per capita payments up to the present time

Southern Utes	$500
Ute Mountain Utes	400

Average monthly welfare statistical report for period Jan. 1–Dec. 31, 1954 (appropriations from tribal funds)[1]

I. GENERAL ASSISTANCE

	Households	Persons
A. Caseload: Total applications	1	[2] 1
B. Cases aided	38	58
C. Classification:		
Total aided	38	56
1. Dependent children	7	13
2. Disability	2	2
3. Old age	16	23
4. Insufficient earnings	13	18
D. Payments, monthly average:		
1. Expended	$2,080	
2. Average payment	$56	

II. OTHER SERVICES AND ASSISTANCE

	Persons	Amount
1. Boarding home care	8	$50
2. Care of delinquents	0	
3. Care of handicapped	1	100
4. Mission school care	0	
5. Burials	0	
6. Miscellaneous (other)	0	

III. SERVICE ONLY CASES

	Households	Persons
Total cases	70	179
1. Family cases	39	120
2. One adult person cases	9	9
3. Children's cases	22	50

[1] Taken from monthly welfare reports for 1954.
[2] 1 month only.

Comments.—All boarding home care is paid for from children's own funds, at the rate of $50 or $75 per month. The handicapped child's care is paid from her funds. Special services arranging banking, and savings accounts for minor's money, for 103 families.

	Southern Ute	Ute Mountain
1934 census	391	445
Adoptions	20	2
Other	246	334
Subtotal	657	781
Deaths	113	159
Removals	3	
Subtotal	116	159
Total (1953)	541	622

Southern Ute and Ute Mountain census statistics taken as of June 10, 1954

	Southern Ute	Ute Mountain
Female	263	327
Male	267	301
Total	530	628
Over 65 years of age:		
Female	7	8
Male	9	10
Subtotal	16	18
Under 18 years of age:		
Female	119	148
Male	127	165
Subtotal	246	313
18 to 65:		
Female	137	145
Male	131	152
Subtotal	268	297

CONSOLIDATED UTE AGENCY, IGNACIO, COLO.

Relocation services

The relocation program affords Indians unable to make a living at home the help they need to move to urban centers where they can make a good year-round living. The Southern and Mountain Ute Tribes have comparatively considerable resources at home and have not shown much interest in relocation services. Planning now in progress may lead to a limited amount of resettlement away from these reservations in the future. Because of the comparative affluence of these tribes, relocation assistance funds have not been offered to them from the limited funds available to the United Pueblos Agency. Relocation staff from the United Pueblos Agency has made infrequent trips to both the Ute Mountain and Southern Ute Reservations to explain the relocation program and their services, although not their funds, have been available. The summary of accomplishments given below represents relocations effected by Utes paying their own expenses.

Fiscal year 1953, none.

Fiscal year 1954: 1 family totaling 2 persons relocated without financial assistance, no returns; 2 single persons relocated without financial assistance, no returns.

Fiscal year 1955 (to April 30, 1955), none.

Funds expended for relocation, none.

UNITED STATES DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
FIELD SERVICE,
CONSOLIDATED UTE AGENCY,
Ignacio, Colo., June 6, 1955.

Hon. ESTES KEFAUVER,
Chairman, Subcommittee To Investigate Juvenile Delinquency,
Washington, D. C.

DEAR MR. KEFAUVER: I wish to express my appreciation for your kind letter of May 13 with respect to the testimony given during the hearings on juvenile delinquency in Phoenix, Ariz.

As you will recall, Mrs. Sunshine Smith, tribal representative of the Southern Ute Tribe of Ignacio, Colo., stated what the tentative plans of the Southern Ute Tribe were in dealing with the problems of juvenile delinquency.

I am happy to report that by resolution No. 711 adopted on May 13, 1955, a copy of which is attached, the Council of Southern Utes took positive action and established a youth camp for young men of the Southern Ute Tribe from ages 14 to 21, a day camp for children ages 6 to 12, and set up training positions in clerical work for members of the tribe in the tribal office. This resolution is now being implemented and by June 6 the youth camp and the day camp and the training program will be in operation.

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I am sure the Council of Southern Utes is to be complimented for their efforts in dealing with the problem of juvenile delinquency on the Southern Ute Reservation.

Sincerely yours,

ROBERT L. BENNETT, *Superintendent.*

RESOLUTION OF THE COUNCIL OF SOUTHERN UTES CONSOLIDATED UTE AGENCY, IGNACIO, COLORADO

Resolution No. 711

Whereas, authority is vested in the tribal council by the constitution and bylaws adopted by the Southern Ute Tribe and approved November 4, 1936, to act for the Southern Ute Tribe· and

Whereas, it is the desire of the Council of Southern Utes to provide employment and wholesome recreational opportunities for the younger members of the Southern Ute Tribe, and

Whereas, it is the belief of the council that by providing such opportunities it may be possible to control or combat juvenile delinquency among the members of the tribe: Now, therefore, be it

Resolved, That the establishment of a youth camp for young members of the Southern Ute Tribe, ages 14–21, is hereby authorized pursuant to a plan of organization to be developed by the members of the camp, subject to the following stipulations:

1. The rate of pay for laborers shall not exceed 80 cents per hour and the rate for crew foremen, selected from the members of the camp by the camp supervisor by popular election or otherwise, shall not exceed 90 cents per hour.
2. Mr. Charles Dunnagan shall be employed as camp supervisor at the rate of $300 per month and he is to remain on duty at the camp 24 hours per day from 8 a. m. Monday, to 5 p. m. Friday each week, exclusive of legal holidays.
3. Work projects shall be outlined by Mr. Lynn Dewey, range conservationist, and Mr. Eugene Quadri, forester, and approved by the council.
4. No personal cars or intoxicating beverages shall be allowed at the camp except when permitted for social functions.
5. A full schedule of recreational activities shall be provided after work hours.
6. Members of other Indian tribes may be enrolled in the youth camp.
7. Any person over the age of 21 years desiring to enroll in the camp must have the express approval of the council.

Be it further resolved, That a day camp shall be established at Ute Park, open to all children of the Ignacio community, ages 6–12, inclusive, subject to the following stipulations:

1. Ladies, ages 15 and over may be employed as leaders at a rate not to exceed $1 per hour.
2. A day camp supervisor, preferably with professional training and experience shall be employed at a salary determined by the council.
3. Nonmembers of the Southern Ute Tribe shall pay a fee for attendance at the youth camp.
4. Membership cards shall be issued with rules of conduct and failure to obey the rules may result in cancellation of the membership card and denial of further attendance at the day camp. Cards shall also include a disclaimer of responsibility of the Southern Ute Tribe for any injuries to members attending the day camp; however, insurance shall be procured as an added protection.

Be it further resolved, That positions for trainees in clerical and secretarial work shall be established for members of the Southern Ute Tribe, ages 15 or over, under the supervision of Mrs. Sunshine C. Smith, tribal representative, subject to the following stipulations:

1. The rate of pay shall not exceed 75 cents per hour.
2. Necessary office equipment shall be rented for the duration of the program.
3. Since experience is the objective of the trainee program. office work may be performed for the Bureau of Indian Affairs as well as the Southern Ute Tribe; be it further

Resolved, That the Council of Southern Utes does hereby authorize Mrs. Thelma Kuebler, finance officer, to make such budgetary adjustments to make funds available for this expenditure.

This resolution was duly adopted on this 13th day of May 1955.

SUNSHINE SMITH,
Acting.

SAM BURCH,
Chairman, Southern Ute Tribal Council.

CERTIFICATION

This is to certify that there were 4 of the regular elected Southern Ute Councilmen present at the above meeting, at which 3 voted for and 0 against, it being a quorum and the above resolution was passed.

IDA SUTHERLIN,
Acting Tribal Secretary.

APPENDIX 20

STATISTICAL SUMMARY, MESCALERO APACHE TRIBE OF THE MESCALERO RESERVATION, MESCALERO, N. MEX., APRIL 20, 1955

Location.—South central part of the State of New Mexico, in Otero County.
Establishment.—Executive order of President U. S. Grant on May 27, 1873. Subsequent Executive orders of February 2, 1874, October 20, 1875, and May 19, 1882.
Acres.—719 square miles of 460,563, all in tribal ownership status as follows:

	Acres
Irrigable (arable)	1,371
Arable	2,777
Grazing	195,061
Forest	249,402
Waste and miscellaneous	12,087

Population

Enrolled Mescalero Apache Indians	1,172
Families	325
Resident families	272
Nonresident families	53
Resident persons	1,060
Nonresident persons	112
Average size of families	5
Distribution by age groups	1,172
0 to 18 years (male)	313
0 to 18 years (female)	318
19 to 44 years (male)	173
19 to 44 years (female)	190
45 to 54 years (male)	40
45 to 54 years (female)	36
55 years and older (male)	55
55 years and older (female)	47
Enrollment by years:	
As of Jan. 1, 1951	1,041
As of Jan. 1, 1952	1,076
As of Jan. 1, 1953	1,113
As of Jan. 1, 1954	1,135
As of Jan. 1, 1955	1,172
Present annual rate of population increase, births over deaths	38
Number of adults who have attended school:	
Male	191
Female	218
Total number of the Catholic faith (approximate)	778
Total number of the Protestant faith (approximate)	394
Total number who served during World War II:	
Male	134
Female	5

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Census of children of Mescalero Indian Agency of school age for fiscal year ended 1952–53

Total number of children	369
Number in all schools:	
Public	104
Federal schools:	
Day school	197
Nonreservation boarding schools	29
Total in Federal schools	226
Mission schools:	
Boarding	25
Total in mission school	25
Special schools and institutions	2
Total in special schools and institutions	2
Total number in schools	357
Number not in school:	
Mentally unfit	1
Married	2
Other reasons	9
Total number not in school	12
Total	369

Number of children in college or universities, 3, not included in above statistics.

Census of children of Mescalero Indian Agency of school age for fiscal year ended 1953–54

Total number of children	342
Number in all schools:	
Public	101
Federal schools:	
Day school	186
Nonreservation boarding school	24
Total in Federal schools	210
Mission schools:	
Boarding	23
Total in mission school	23
Total number in schools	334
Number not in school:	
For valid reasons	1
No information available	7
Total	8

Number of children in college or universities and vocational schools not included in above statistics, 7.

Attendance figures for school year 1953–54

	Enrollment	Average days attendance	Percentage of attendance
Mescalero Day School:			
Indian	143	119.2	87.6
Non-Indian	11	8.4	95.0
Elk Silver Day School	[1] 22	[1] 19.0	
White Tail Day School	23	23.0	95.4
Ruidoso Public School (Carrizo area children)	68	58.0	

[1] Estimated figures: Due to changing of teacher personnel the exact figure is not available.

Attendance figures for school year 1952–53

	Enrollment	Average days attendance	Percentage of attendance
Mescalero Day School:			
Indian	137	118.8	91.9
Non-Indian	8	5.8	96.4
Elk Silver Day School	[1] 36	32.0	
White Tail Day School	([2])		
Ruidoso Public School (Carrizo area children)	70	57.0	

[1] Estimated figures: The school was disrupted for that was the year it was made a 1-teacher school.
[2] Not available.

MESCALERO COMMUNITY DAY SCHOOL, APRIL 20, 1955

The Mescalero Day School is located at the Mescalero Agency which is 17 miles from the town of Tularosa on U. S. Highway 70.

The school consists of a 4-room elementary school building, a 2-room kindergarten house, and a small community hall. All heating is by means of oil furnaces but is very inadequate in the wintertime.

The elementary school building is an old building, which has been made over several times. There are four elementary classrooms. The classrooms are overcrowded. The grades are from beginner through the eighth. There are no rooms used for shop or related classroom activities. This building also contains a dining room and kitchen, inadequately furnished with proper equipment to take care of the feeding of the children at the noon meal. In the basement are washrooms and a commissary for food. These have been remodeled so that they are in fair condition.

The community hall will seat about 200 people. The hall is used a great deal for motion pictures, programs, dances, and other activities but it is in very poor condition.

To date, the school has an enrollment of 148 children of which 33 are Federal employees children. The Mescalero Day School is consolidated with the Mescalero Public School.

There is 1 county teacher furnished by the public school and the 4 federally employed teachers. There is a cook, assistant helper, chauffeur, and laborer who are hired to help in the running of the Mescalero School.

The Otero County School Board at the request of the Mescalero Apache Tribe has applied for allocation of funds under Public Law 815. This is still under consideration. The buildings in present use are inadequate and outmoded. Need for improved facilities is great and a new building under Public Law 815 will improve the school situation.

There have been in the last year two cases where children stole money from the teachers. This was because of hunger for food. It was corrected by giving counsel to the children that if they were hungry to ask for food. The situation was explained to the parents and they agreed to try to improve home conditions.

A general meeting of all parents, teachers, and tribal officials was held in an attempt to resolve problems and make plans for a better educational program.

Lack of recreational facilities on the reservation have driven the boys and girls to go to nearby towns where they were exposed to the poorer environmental elements of those communities.

Juvenile delinquency on the Mescalero Reservation has been curtailed through summer recreational activities such as movies, dances, bingoes, etc., sponsored

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by the agency. Teen-age club organizations in such activities like gardening, arts and crafts, 4–H, baseball league have or will be started this summer.

The American Legion Post of the Mescalero Community is sponsoring the Boy Scouts for boys living on the reservation. They have, also, encouraged the 18-year-old boys to join.

At school, there has been playground, lunchroom, and hall supervision. Also, guidance classes in personal hygiene and good grooming have been given for boys and girls both group and individual.

The past year on the Mescalero Reservation there have been about 10 cases of breaking into school or homes. Most of these break-ins were done by children. The reason for doing so was because they were hungry. Children who were involved in break-ins came from parents who were negligent in their duties. Some parents have been negligent in giving the proper supervision to their children. Some children come to school without breakfast. There appears to be some undernourished children (not specifically identified as to extent or numbers).

Attendance has been low. Some of the causes included older children staying home to take care of the younger sisters or brothers while the parents visited the neighbors or went to town. The children lacked clothing and the clothes they had were dirty and they were ashamed to attend school.

Some of the parents give severe spanking to their children as a means of punishment which has caused the children to stay out of school. This type of punishment has caused the children to run away from home in some cases.

There are four denominational churches which furnish spiritual and moral teaching to the boys and girls. They have their own schedule of religious instructions in their own buildings after school hours. They do not use the Government facilities for their religious instructions.

The school has had inadequate service concerning the dental and eye check-ups. Several of our schoolchildren have suffered from dental decay which caused them to stay out of school. Also the vision of some of the schoolchildren is extremely bad. There is one case of a kindergarten boy only 7 years old who has a glass eye. The glass eye has become small and it is beginning to protrude, causing him to be rather timid. The parents of these children are not financially able to buy eyeglasses. If funds could be made available, these children's vision could be saved and improved at an early age, perhaps Save the Children Fund might be interested in giving assistance.

CARRIZO COMMUNITY, APRIL 20, 1955

The Carrizo Community located about 16 miles from the agency office at Mescalero once had a Federal school. The past 6 years Carrizo School District has been consolidated with the Ruidoso Municipal Schools. The Federal Government has furnished the chauffeur and operated the bus.

There are 22 families located in the community. From these families there are 49 children who attend the public school at Ruidoso. All members are full-bloods, living in houses built by the tribe and assigned to various families.

The past 6 years the attendance of children at Ruidoso Public School has been at about a 50 percent level. To clarify the reasons of poor attendance by the Carrizo children, last year, a meeting of the parents, tribal committee members, superintendent of agency, and superintendent of public schools was held to discuss this serious problem and its solutions.

It was brought out that cleanliness among the children was not adequate. That the children were retained 2 to 4 years in the first grade when they entered public school which was a discouragement to the children. It meant that the child was about 10 or 11 years old and still in the first grade. The past 6 years of experience at Carrizo with the consolidation of public schools proves that there should be a kindergarten teacher furnished by public schools because of the English language handicap of the Indian children. The Indian children from ages 5 to 8 are at a loss when taken into the public school without the proper background and acculturation to non-Indian ways of life. If the public school had the kindergarten teacher, the 5- and 6-year old Indian children would secure a much better adjustment to enable them to take proper advantages of school opportunities. There will be fewer dropouts—and we believe children will continue through high school. The Ruidoso teachers and superintendent of schools have agreed whole-heartedly that a kindergarten teacher will help the Indian children in attaining regular grade-levels and they are attempting to secure the necessary money to provide this facility.

THREE RIVERS COMMUNITY, APRIL 20, 1955

Three Rivers is the fifth community on the Apache Reservation with seven families living there. There is no school located at this community. All the school-age children attend the Tularosa Public School.

The public school bus transports approximately 14 schoolchildren daily to and from school. Some of these children do not take their lunches for they do not have adequate food at home with which to make lunches. Furthermore, if lunches are taken by them, they are cold and inadequate. The public school does not serve hot lunch at noon for they are using the lunchroom facilities for classrooms. Because the public school does not serve hot lunches to the children, the parents do not send their children to school regularly.

The environment available to our schoolchildren outside of school hours is not the most desirable. Some of the children fail to get on the school bus and return home and are found wandering the streets. State liquor laws prohibiting the sale or giving of liquor to minors and drunks is not always properly enforced creating additional problems.

WHITETAIL COMMUNITY DAY SCHOOL, APRIL 20, 1955

Whitetail Day School is located about 23 miles from the agency office at Mescalero. The school was established in this community October 1, 1934. The present school plant was occupied in the spring of 1937.

The school consists of a 2-room classroom, 1 teacher's cottage of 4 rooms, a garage for 3 cars and a school bus. Running water is available. Fuel for working and heating is furnished by butane gas.

The schoolhouse is in good condition and contains in addition to the classroom a combination kitchen and dining room and storeroom. It is heated by a coal furnace in the basement.

There are 25 families located in the community. With the exception of Mescalero, it is the oldest community on the reservation. The group is different from other groups on the reservation in one respect; they were moved west from Fort Sill, Okla. The group is still in the stage of adjustment to homes of their own and to the accompanying responsibilities such as the development of their gardens and making homes of their houses. They have adapted themselves very well and while there is a great deal of room for improvement, they have moved a long way in adjusting. Their attitude is cooperative and friendly.

One teacher is engaged at the school to teach beginners through the sixth grade. The teacher has small groups and a good opportunity to give the youngsters a good basic educational program with emphasis on individual problems and adjustments. The State course of study and the Indian Service minimum essential goals are used as guides in teaching.

In addition the teacher is expected to take an active part in developing leadership in the community. This program involves constant contact between the teacher and the families of the community. Also the teacher is responsible for the upkeep of the plant, for the training of the youngsters in good physical habits and for the organization of adult education activities. A teen-age club has been organized to participate in activities such as gardening, arts and crafts, baseball, etc. Parent-teachers club has been organized which meets once a month to discuss school problems and in return the teacher gives a demonstration on some of the subjects taught in class.

There is a housekeeping aid who is held responsible under the supervision of the principal-teacher for the serving of the noonday meal and cleaning duties.

One man is responsible for driving the school bus daily. He does the maintenance work and other janitorial duties.

At the end of the 1954–55 school year, Whitetail School will be consolidated with the Ruidoso Municipal Schools under Public Law 815.

ELK-SILVER COMMUNITY SCHOOL, APRIL 20, 1955

Elk-Silver Day School is located at the fork of Elk Canyon and Silver Canyon in the south central section of the reservation. The school is 26 miles from the Agency at Mescalero. There are two routes to the school from the Agency. One by way of Tularosa Canyon, and the second is by way of Highway 70 and up Mud Canyon. This road eventually will be the best, but at present it has not been completed and is impassible during very wet weather.

The plant consists of 2-room school but 1 classroom is used for activity room, 1 four-room teacher's cottage, a garage for 3 cars, and a large school bus. Running

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water is available and the accompanying conveniences such as toilets, showers, washrooms, etc. The buildings are heated by coal burning furnaces. Heat for cooking is supplied by butane gas.

The schoolhouse is comparatively new, 1934. Besides the two classrooms, the school building contains a combination kitchen, dining room and a storeroom.

There are 25 Indian families living in the community. In the elementary school there are 25 children from the beginners through the sixth grade. One teacher is engaged at the school to teach elementary school subjects. The State course of study and Indian Service minimum essential goals are usedas guides in teaching. The teacher is a leader in the community and is a direct contact between the members of the community and the superintendent in promoting the program for the whole reservation.

There are two assistants to the teacher. One is a chauffeur who drives the school bus, and does the necessary minor repairs. The other assistant is the housekeeper. She is responsible for the preparation and serving of the noon meal, and for cleaning.

The people in the Elk-Silver community are very cooperative and friendly. All members are full-bloods, living in houses built by the tribe and assigned to various families.

Elk-Silver School is included in the Mescalero consolidation with the Otero County schools under Public Law 815 which is under consideration.

HEALTH

The hospital building, built 30 years ago, is of frame construction with a possible bed capacity of 30, and an allowable budget rating of 17 beds. General condition of plant is very poor. Operative and special medical care patients are transported to Albuquerque Indian-County Hospital 212 miles away.

Four registered nurses and one practical nurse constitute the nursing staff.

A contract doctor from nearby Ruidoso visits the hospital three mornings a week, and as needed for emergencies. Public Health Service plan to establish a full-time doctor's position July 1.

One field health nurse is stationed at Mescalero. The need for intensification of effort in this area is very great.

A leading cause of death is exposure, with 5 exposure deaths in the first 3 months of 1955; with 3 deaths from being struck by autos in 1952–53. All eight of these cases caused evidently from too much alcohol.

Other leading diseases include for 1953–54: 175 hospitalized for dysentery; 120 treated in hospital clinic; and for impetigo and scabies, 138 hospitalized and 62 treated in hospital clinic.

Tuberculosis accounted for 2 deaths in the first 3 months of 1955, with an additional 3 cases diagnosed and placed in sanatorium. Six cases were diagnozed n 1954.

Newborns in 1953–54 and first 3 months of 1955, 98 with practically all mothers delivering in the hospital.

RELOCATION SERVICES

The relocation program affords Indians unable to make a living at home the help they need to move to urban centers where they can make a good year-round living. The Mescalero people had infrequent relocation service in 1953 and 1954.

Relocation was first initiated as a program at Mescalero during the first 2 weeks in January 1955. The Agency staff working closely with the tribe carefully explaining the program in detail, letters were mailed to all persons that were considered interested giving dates relocation workers would be at Mescalero. Representatives of the Relocation Branch came to Mescalero at that time and explained the program to more than 100 Mescalero Apaches. A great deal of interest was shown both by the tribe and by individual Apaches. As a result, approximately 17 Apaches with their families showed sufficient interest to follow through on interviews and filing of applications. Physical examinations were given all applicants and each member of their families assuring good health before relocating. The tribe loaned funds to these 13 families to accomplish relocation utilizing otherwise the services of the Relocation Branch. More recently assistance funds ($2,100) have been made available by the Bureau of Indian Affairs.

The summary of relocation accomplishments given below includes reports from the Los Angeles and Oakland field offices:

Thirteen families totaling 36 persons relocated with tribal financial assistance, $3,475.

Four families totaling 19 persons to relocate with Government financial assistance, $1,475.50 to April 20, 1955.

Three families totaling 5 persons pending before Mescalero Apache Tribe.

The 13 families who have relocated have secured such jobs and per hour rates of pay as:

Production worker	$1. 53	Molder helper	$1. 70½
Aircraft assembler	1. 57	General helper	1. 50
Production helper	1. 45	Plant laborer	1. 73
Mill worker	1. 625	Sheet metal man	1. 62½
Material handler	1. 74	Filler	1. 81½
Foundry worker	1. 50	Foundry shaker trainee	1. 35

Some of these workers if productive will receive higher earnings within the first week to 6 months. In some cases an incentive bonus averaging 20 to 35 percent of pay is given.

NEW MEXICO STATE EMPLOYMENT SERVICES

Services of the State of New Mexico Employment is offered Mescalero Apaches. Regular visits are made by representatives of this office on the second and fourth Thursdays of each month giving 1 hour each time. Interested persons applying for jobs, filing claims for unemployment insurance, and securing information on related activities meet with the representative at the agency headquarters.

For a 2-year period, the following information is given:

	Total assisted	Compensation
Contractor road jobs	108	Average per hour, $1.50.
Private household	20	Average per week, $12 to $18 with room and board provided.
Public utilities	1	Average per hour, $1.25.
Services except private household	41	Average per week, $12 to $15 with room and board provided.
Special Government jobs	6	Wages vary.
All others	231	Do.

Welfare services

Assistance	Household	Individuals	Amount
State of New Mexico as of Apr. 21, 1955:			
Aid to dependent children	20	73	$957.09
Old-age assistance	20	21	463.50
Aid to the needy blind	3	4	115.00
Aid to the disabled	1	1	20.00
			1,555.50
Mescalero Apache Tribe as of Apr. 21, 1955:			
Aid to dpendent children	4	18	221.25
Old-age assistance	2	2	60.00
Aid to the needy blind	0	0	0
Aid to the disabled	5	8	112.50
			393.75

Two Mescalero Indian children, one age 8 and one age 7, are taken regularly to the Carrie Tingley Hospital in Truth or Consequences, N. Mex., for regular checkups.

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HOME ECONOMISTS' REPORT, AUGUST 1954 TO MAR. 31, 1955

Teaching activities

Activity	This year
1. Farm and home visits	197
2. Office calls	199
3. Telephone calls	33
4. News articles prepared	6
5. Radio broadcasts made	1
6. (*a*) Bulletins distributed	95
(*b*) Different circular letters prepared	1
(*c*) Total circular letters distributed	27

Meetings	Adult work this year		4-H Club work this year	
	Number	Attendance	Number	Attendance
7 Training meetings for local leaders			1	4
8. Other meetings agent held or took part in:				
A. Method demonstrations	39	778	49	794
B. Result demonstrations				
C. Tours	1	56		
D. Other agencies and organizations	1	250		
E. Program planning	1	7		
F. Other meetings participated in	47	831	22	263
9. Meetings held by local leaders	4	103	7	118

Program emphasis

	This year
10. Calendar months of employment	7.5
11. Total days worked	153.5
12. Number of days devoted to:	
(*a*) Work with adults	92
(*b*) 4-H Club work	35.5
13. Number of days devoted to:	
(*a*) Extension organization and planning	43.7
(*b*) Inservice training of staff	10.5
(*c*) House and surroundings	4.5
(*d*) Home management	1
(*e*) Family economics	1
(*f*) Clothing	25
(*g*) Foods and nutrition	22.2
(*h*) Health	5
(*i*) Family life, child development, parent education	3.5
(*j*) Community development and citizenship activities	10

Extension organization and program planning

	This year
14. Community or local program planning meetings	6
15. County program planning meetings	4

4-H project enrollments

Project	This year
1. Beef cattle	1
2. Arts and crafts	36
3. Baking	1
4. Home living I	61
5. All other projects	12

Contacts made individually or through meetings

	This year	
	Number	Attendance
1. House and surroundings	44	
2. Home furnishings and equipment	65	8
3. Home management	10	
4. Family economics	1	
5. Clothing	244	726
6. Foods and nutrition	152	208
7. Family life, child development, parent education	85	14

ORGANIZATION

Regular home extension work on the Mescalero Agency was started again on August 15, 1954, after a lapse of some 13 years. At the present time we have organized over the reservation 4 4–H Clubs, 4 homemaking clubs.

White Tail 4–H Club (located 23 miles from the Agency)

Twelve members, boys and girls, ranging in age from 9 to 14 years of age; six 9-year-olds.

One project meeting is held each week and one business meeting each month.

Twenty-four projects enrolled in.

One local leader.

Activities.—Baked cakes for the community Christmas dinner.

One garden cared for by each member.

Twenty pints of beets and carrots canned by members. Stored carrots, and cabbage for school lunch.

Seven dollars and fifty cents was made selling some of their vegetables, this to be used for club activities.

One radio broadcast over KALG, Alamogordo, N. Mex., during national 4–H Club week.

One exhibit at tribal store during national 4–H Club week, showing completed articles in their projects.

White Tail Homemaking Club

Sixteen regular members; organized with regular club officers. Two club meetings are held each month.

Activities.—Community dinners were held for Thanksgiving and Christmas.

Community recreation hour each month, also participate in a weekly recreation hour at the community mission.

Participated in program planning for the year, working up a yearbook.

Elk Silver 4–H Club (located 32 miles from the agency)

Eleven members, ranging in age from 9 to 14 years.

One project meeting is held each week and one business meeting each month.

Twenty-two projects enrolled in.

One local leader.

Activities.—One exhibit at tribal store during National 4–H Club week, showing completed articles in their projects.

Assist with community recreation hour each month.

One garden to be cared for by members.

Elk Silver Homemaking Club

Twelve members, organized with club officers.

Two club meetings are held each month.

Activities.—Participate in monthly recreation hour for community.

Participated in program planning for the year, in working up a yearbook.

Carrizo (located 15 miles from the agency)

Carrizo Homemaking Club

Eight members, this group has not organized with club officers, it is quite difficult for members to get to group meetings due to lack of transportation and the distance between homes. Two club meetings are held each month.

Activities.—To reactivate the school building for use, recreation and community meetings, this is the present community project. Participated in program planning for the year, in working up a yearbook.

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This community is much in need of wholesome recreational program due to their nearness to Ruidoso and lack of participation in school activities. Children of the community are taken by bus to public school and parents feel neglected in community affairs.

Three Rivers (located 45 miles from the agency)

Seven members, this group has not organized with club officers. One club meeting a month is held. This group has just been started during the past 2 months. Home visits have been made each month to this group.

No 4–H Club is organized here, the children go to Tularosa to school about 20 miles from Three Rivers.

Mescalero

Bow and Arrow 4–H Club is organized in the fourth and fifth grades at the Mescalero day school. Thirty four members are enrolled. Ages range from 9 to 14 years of age. In the 45 projects, enrolled in home living, 1; general handicraft, beef, garden, baking, 1. One project meeting is held each week and one business meeting each month. There two local leaders.

Activities.—One exhibit at tribal store during National 4–H Club week shows baking products.

White Mountain 4–H Club is organized in the sixth, seventh, and eighth grades, with 25 enrolled. In 37 projects, enrolled in baking, 1; home living, general handicraft, gardening. One project meeting is held each week and one business meeting each month. There are two local leaders. One exhibit at tribal store during National 4–H Club week, shows baking products.

These 2 clubs located at Mescalero were organized during the past 3 months. No homemaking clubs have been organized in this area as yet. An arts and crafts guild has been formed on the reservation sponsored by the tribe who gave $1,000 to start an arts-and-crafts project. The purpose of goals are:

1. To revive an interest in native Apache arts and crafts;
2. To organize a committee of workers;
3. To set up standards for products;
4. To create an outlet for products through sales.

A group of 25 members have met 3 times; a list of native Apache crafts and prices to be paid for various articles was made. Standards of workmanship was discussed and workers notified. About $250 has been spent to purchase beads and other supplies to start the work. Products are purchased from anyone on the reservation as long as it meets the standards set by the guild.

Home visits.—In the past 8 months 197 home visits have been made. All homes in the White Tail, Carrizo, Elk Silver, and Three Rivers area have been visited and only a few in the agency area. Approximately 1,100 miles are traveled monthly over these 460,000 acres.

On home visits an opportunity is given to get better acquainted and see the needs of each individual family and also to sell the program. I have found it more successful to have a friendly get-acquainted visit first without any mention of extension work. I have sometimes made at least 2 or 3 of this type of visit depending upon the attitude of the family or homemaker as some are more skeptical than others; and no mention of extension work is made until I feel sure the homemaker is ready. Each is always invited to our homemaking club if there is one in the community, and followup visits are made and planned. In home visits one needs to learn to think as does the one he is trying to help. A more than passing knowledge needs to be had of the group. Customs and beliefs should be learned, since in many instances these prove quite important to the group.

Home life is quite unstable, families moving from one locality to another, broken homes are many, usually caused from excessive drinking by either parent.

LAW AND ORDER

As on most other Indian reservations the Federal Government is responsible for the law enforcement involving the 10 major crimes. At Mescalero the tribe organized under the Wheeler-Howard Act and possess a corporate charter approved on August 1, 1936, a Constitution approved March 25, 1936, and the code of the Mescalero Apache Tribe approved November 20, 1937, these documents define the general areas and procedures of law and order operations.

For several years the Mescalero Apache Tribe has financed the operation of the Mescalero Apache tribal court and police, but the agency has given immediate direction to police operations until about a year ago. At the present time the business committee of the Mescalero Apache Tribe and specifically the subcom-

mittee of the business committee dealing with law and order has given specific directions to police operations.

In the opinion of both tribal and agency employees the general law-and-order situation has been steadily improved since the tribe assumed actual control. The best examples of this improvement can be documented by the fact that in the first 3 months of 1954, at least 8 instances involving threats of bodily harm with the display of firearms are remembered. In the succeeding 12 months during which time the tribe was in control, only 1 such case has come to the attention of the tribe or the agency. In addition persons obviously drunk are no longer seen in an agency area. The general opinion is that these results were obtained because now all of the people understand that law and order belongs to them and that they have a direct responsibility in preserving peace. Resentment against the agency law-and-order program led to many more outward display of animosity. Law and order for the tribal feast held on July 2, 3, 4, and 5, was organized and conducted by the tribe, assisted to some extent by two Government police, but actual operations rested with the tribe, and the general opinion was that it was one of the most orderly feasts given in recent years. It is believed this year that the tribe will be able to conduct the entire program.

The present subcommittee on law and order working with the judges have insisted on the enforcement of regulations such as refusing to allow persons being held in jail to be released before the end of sentence, fulfillment of requirements as for bonds, and charging of court costs have all been followed much more closely than in the past. It is felt these measures are increasing the respect people have for the court and the tribal government.

The committee realizes that there are many areas still needing improvement. Most important of these they feel are: 1. A revised law and order code adequate to present needs. 2. A revision of present court organization calling for three judges to one judge to whom a monthly salary could be paid rather than the present per diem of 8 dollars per day. 3. A definite and positive program of education for the judge as to procedure to be followed in handling cases. 4. Accurate and specific records on each case tried. 5. Specific instructions to the court clerk as to code terminology and documentation procedure to be used in recording court cases.

Arrangements have already been made to secure the services of a competent Government attorney to assist in drafting changes in the code and to provide education on the facts of law and procedure for all members of the tribe and the Agency staff assisting in law-and-order programs.

Juvenile delinquency statistics do not accurately reflect true conditions, in most juvenile cases the judge, parents of the children and educational personnel of the Agency hear the case informally and informal judgment of which no record is kept. With older boys and girls, who because of unsatisfactory home conditions, do not respond to this type of treatment are enrolled at the Albuquerque or Santa Fe Indian schools. For the great majority of cases handled in this manner good results are noted, and we believe that the number of repeat cases is declining.

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Criminal cases committed in Mescalero, January through December 1953

Section No.	Offenses charged	Number of cases	Arrested		Convicted, 18 and over	Otherwise disposed of, 18 and over	Penalties, cash paid	Court costs
			Under 18	18 and over				
3	Assault	5		5	5		$10.00	
4	Assault and battery	7		7	7	10	90.00	$25.00
7	Cruelty to animals	1		1	1			
8	Contributing to the delinquency of a minor	5		5	5	1	217.00	5.00
11	Disobedience to lawful orders of the court	2		2	2			
12	Disposing of property of an estate							
13	Disorderly conduct	58	2	56	58	84	370.00	
17	Failure to support dependent persons	24		24	24	18	26.00	10.00
18	Failure to send children to school	2		2	1			
26	Illicit cohabitation				2			
27	Injury to public property	3		3	3	1		
28	Liquor violation	8		8	8		13.50	
29	Malicious mischief	1		1	1			
35	Reckless driving	4		4	4		30.00	
37	Resisting lawful arrest	7		7	7			
38	Theft	1		1	1		77.53	
	Total	128	2	126	128		834.03	40.00

Prepared by tribal court clerk:

MESCALERO APACHE TRIBE,
MESCALERO LAW AND ORDER SUBCOMMITTEE,
BERNARD LITTLE, *Chairman.*
FRED PELLMAN, *Member.*
VICTOR RANDALL, *Member.*

TRINIDAD P. BALATCHE, *Tribal Court Clerk.*

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Criminal cases committed in Mescalero, January through December 1954

Section Nos.	Offenses charged	Number of cases	Arrested		Convicted, 18 and over	Otherwise disposed of, 18 and over	Penalties, cash paid	Court costs
			Under 18	18 and over				
3	Assault	1		1	1	4		
4	Assault and battery	14		14	14	13	$60.00	$35.00
6	Carrying concealed weapons					1		
8	Contributing to the delinquency of a minor	3		3	3	2		5.00
11	Disobedience to lawful orders of the court	2		2	2	2		
13	Disorderly conduct	57		15	15	29	102.00	15.00
15	Escape	1		1	1			
17	Failure to support dependent persons	17		17	17	23		5.00
18	Failure to send children to school	1		1	1	3		5.00
21	Fraud	1		1	1	2		
26	Illicit cohabitation					3		
27	Injury to public property	9		9	9	3	38.87	5.00
28	Liquor violation	7		7	7	1	210.00	5.00
29	Malicious mischief	1		1	1			
30	Maintaining a public nuisance	1		1	1			
35	Reckless driving	2		2	2			
37	Resisting lawful arrest	11		11	11			15.00
39	Trespass	1		1	1			
	Total	129		129	129	87	427.87	75.00

MESCALERO APACHE TRIBE,
MESCALERO LAW AND ORDER SUBCOMMITTEE,
BERNARD LITTLE, *Chairman*,
FRED PELLMAN, *Member*,
VICTOR RANDALL, *Member*.

Prepared by tribal court clerk:

TRINIDAD P. BALATCHE,
Tribal Court Clerk.

APPENDIX 21

JICARILLA APACHE INDIAN AGENCY, DULCE, N. MEX.

The Jicarilla Apache Reservation consists of 727,577.90 acres of tribal land, 9,877.96 acres of allotted land, and 2,867.94 acres of administrative reserve.

Agency records, which are up to date, show an enrollment of 1,110 individuals. Few families work at off-reservation employment of a permanent nature and again very few secure seasonal work away from the reservation. Individual and family income consists of wages from Government work, tribal work, cattle and sheep raising, and a very little from income from working for other Apaches. For the past 2 years this income has been supplemented by distribution of tribal funds in the form of per capita payments in the amount of $500 each year. Income from all sources is estimated at $870 per capita.

The above figures on income were taken from a non-Bureau report on the economic development of the Jicarilla Apache Tribe.

Welfare services are provided through the United Pueblos Agency in Albuquerque when serious needs arise. Relief cases have been cared for by the State of New Mexico and through the use of tribal funds.

During 1953 there was an average of 27 individuals and families receiving financial assistance from the tribe. These cases were carried for approximately 4 months and in 1954 there was an average of 22 cases for 7 months. In 1953 there were 24 and 1954 16 State welfare cases and for approximately the same number of months as tribal welfare. The number of State cases are listed according to our records.

Interest in community and social affairs is steadily increasing among the Apaches. Indications are that the tribe may spend their own funds for the construction of a community center to provide recreation for juveniles and adults. Except for weekly shows and basketball games held in season there is very little recreation provided. A community center would be a great help to these people.

Housing is badly needed in order to provide a good home and family relationship. The tendency is toward better housing and away from one-room shacks and tents. There has been some talk, among the tribal leaders, of a plan to develop a tribal housing project. Two families have recently completed new homes through the use of tribal loan funds and two more applications are now before the loan board. These numbers are small but definitely a step in the right direction. Good homes and a normal home life are necessary for proper development of the tribe as a whole.

UNITED STATES DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
April 14, 1955.

Memorandum.
To: A. W. Galbraith, Superintendent.
From: Samuel Rosenberg, Reservation Principal.
Subject: School Facilities and School Attendance.

PROCEDURES IN EFFECTING SCHOOL ATTENDANCE

1. The tribal census is kept current by the Jicarilla Apache Health Center located at Dulce, N. Mex. Here, the deaths and births are recorded.

2. Permanent census cards (form 5–255b) are made up for all the schoolchildren by the school staff. The cards for children newly born are added to the permanent census card file each year.

3. During the summer, lists of all 6-year-olds or those who will be 6 on or before December 31 are posted in the Jicarilla Apache Coop Store, the post office, the agency office, and the schools. The parents of these new enrollees are contacted. The mission workers and the public health nurse carry the same reference lists to the people on the reservation.

4. The opening of school in 1953 and in 1954 found all 6-year-olds in attendance with very little recourse to police action. A delinquent few had to be convinced that this was best for their children and in accordance with tribal law.

5. Parents and students generally accept and abide by the tribal compulsory attendance law which requires school attendance when children become 6 and until they are 18. The tribal police have been very cooperative in returning schoolchildren who have protracted absences without legitimate reason for same.

6. Attendance is required either at the Jicarilla Boarding and Day School or the Dulce Public School. Both schools go only through grade 8. The Jicarilla School, a Federal boarding school, with approximately 230 boarding and 70 day

pupils, though not a part of the public school system, has an excellent relationship with it. To a large extent, it follows a modified course of study prescribed by the State of New Mexico. It is a participating member of the Northern Rio Arriba Grade School Basketball Conference. The graduates of the Jicarilla School receive public school diplomas. The Dulce Public School is a small two-teacher, two-room school with a capacity of about 40 pupils.

7. The vocational subjects home economics for the girls and farm-shop for the boys are taught at the Jicarilla School in grades 6, 7, and 8. All the teachers at the school have full GS–7 certification from the Civil Service Commission. The eighth grade graduates for the past 2 years have, with few exceptions, gone to the Santa Fe Indian School for their high school educations.

8. *Extracurricular activities.*—Because of extreme climatic conditions (—30° during the winter months) and isolation (100 miles from the nearest large town), these activities have been limited to two sports: Basketball from October through February and intramural softball from March through May. Football may be introduced next fall for September and October. The students also participate in 4–H activities from grade 3 through grade 8. The students in farm-shop have initiated, completed, and are now participating in a very active poultry project.

9. *School boards.*—The Dulce Public School is helped tremendously by a parent-teacher club and the Apache students by the new tribal board of education.

10. *Budget, schools, Jicarilla Indian Agency.*—1953, $193,656; 1954, $202,050.

UNITED STATES DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
April 12, 1955.

Memorandum.
To: A. W. Galbraith, Superintendent.
From: Samuel Rosenberg, Reservation Principal.
Subject: School Statistics on Juvenile Delinquency.

The following is a summary of statistics on juvenile delinquency at the Jicarilla Boarding and Day School during the school years 1953 and 1954.

Category	1953		1954	
	Frequency	Number involved	Frequency	Number involved
1. Intoxication	21	16	27	19
2. Disregard for school regulations	7	5	21	12
3. Parental disobedience	0	0	5	2
4. Stealing	2	2	2	2
5. Unlawful entrance	0	0	4	4
6. Abusive language	(1)	1	(1)	2

[1] Sometimes.

CAUSAL CONDITIONS FOR DELINQUENCY

1. Unwilling to accept corrections:
   (*a*) Lack of discipline at home.
   (*b*) No responsibility.
2. Unwilling to abide by rules:
   (*a*) Lack of tribal law to deal with juveniles.
   (*b*) Lack of tribal culture and ignorance of present-day social standards and mores.
3. Insecurity:
   (*a*) Broken homes:
      (1) Child unhappy in dormitory.
      (2) Unstable parents.
   (*b*) Much drinking in the homes.
4. Drinking introduced by adults:
   (*a*) By parents at home; acquire taste early.
   (*b*) Social environment:
      (1) Entering bars with adults.
      (2) Drunks observed commonly.

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5. Abusive language heard at home and from associates.
6. Situations created to steal:
   (*a*) Too much money given to some children.
   (*b*) No money given to some children.

DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
FIELD SERVICE,
April 15, 1955.

Memorandum.
To: Mr. A. W. Galbraith, Superintendent.
From: Edwena McNairn, Head Nurse.
Subject: Health program.

The medical services provided at the Jicarilla health center are limited at the present time due to the absence of a doctor. Routine clinic services are given. Treatments of all minor cases such as colds, loose stools, sore throats, contagious diseases, and minor accidents are treated at the clinic. Doubtful cases, those needing laboratory or X-ray services, surgical cases, major accident cases, and obstetrical cases are referred to Santa Fe Indian Hospital or to a private physician. Dental and eye cases have to be referred to Santa Fe Indian Hospital when we are notified that such services are available. This is on the average of once a year.

The teaching, instructing, and demonstrating of first aid, prenatal, postnatal, child care, personal hygiene, and home nursing are carried out in the clinic, school dormitories, and homes by the public health nurse and the clinic personnel.

The inoculations, vaccinations, and all preventive measures are carried out as far as practicable.

The total budgets for health are as follows: 1953, $41,322; 1954, $42,323.

In addition to the regular 8-hour daily tour of duty, the clinic personnel are on standby status while off duty and on weekends.

Month and year	Clinic visits	Number referred to Santa Fe Indian Hospital	Month and year	Clinic visits	Number referred to Santa Fe Indian Hospital
1953—January	857	10	1954—January	376	23
February	560	5	February	282	37
March	552	9	March	508	50
April	471	9	April	434	52
May	320	18	May	297	31
June	299	8	June	327	29
July	231	9	July	463	35
August	294	11	August	424	42
September	320	15	September	541	45
October	250	26	October	498	52
November	288	27	November	824	45
December	334	33	December	596	67

	1953	1954
Total births	51	52
Total deaths	12	12
Total illegitimate births	10	17

RELOCATION SERVICES

The relocation program affords Indians unable to make a living at home the help they need to move to urban centers where they can make a good year-round living. Interest in relocation has been limited at the Jicarilla Apache Agency, perhaps partly because assistance funds were not available at this agency during most of the period covered in this report. A few people have been able to pay their own way using relocation branch's service otherwise. A very few have received financial assistance from the United Pueblos Agency funds and the tribe has loaned money to one family to accomplish relocation. Current policy provides for use of United Pueblos funds to assist Jicarilla Apaches to relocate insofar as such funds are available. Staff service is provided by the United

Pueblos branch of relocation. The summary of accomplishments given below includes only activity at the Jicarilla Apache Agency.

Fiscal year 1953: 1 family head relocated with financial assistance and returned; 1 single person relocated with financial assistance and returned.

Fiscal year 1954: One family head relocated without financial assistance, returned.

Fiscal year 1955 (to April 30, 1955): 1 family totaling 5 persons relocated without financial assistance, all returned.

Funds expended for relocation as follows:

Fiscal year—	
1953	$266.82
1954	None
1955	None

DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
FIELD SERVICE,
JICARILLA INDIAN AGENCY,
Dulce, N. Mex., April 20, 1955.

Memorandum.

To: A. W. Galbraith, Superintendent.
From: Tribal clerk.
Subject: Court cases.

Following is a breakdown of tribal court cases and arrests for the years 1953 and 1954:

1953:		1954:	
Disorderly conduct	19	Drunk and disorderly conduct	43
Drunken driving	6	Assault and battery	5
Assault and battery	5	Separation	1
Theft	1	Drunken driving	3
Drunk	20	Adoption	1
Arrests by tribal police	208	Land settlement	1
		Arrests by tribal police	181

No Federal funds provided for law and order. Tribe furnishes jail, usually 2 police and 2 judges. Tribal budget for law and order shows for the fiscal years: 1954, $7,950; and 1955, $11,476.

APPENDIX 22

ALBUQUERQUE, N. MEX., *April 27, 1955.*

Hon. RICHARD H. ROBINSON,
Attorney General, New Mexico, Santa Fe, N. Mex.:

All Pueblo council representing 18,000 Indians of New Mexico unanimously oppose criminal and civil jurisdiction bill, Public Law 280. Secretary of the Interior unqualified to decide what is best for Indians. Outrageously unfair to nullify article 21, section 2, State constitution. Re disclaimer of jurisdiction over Indian property no provision for consultation or consent of Indians. State's economy not geared to assume enormous financial burden and present inadequate services would be spread even thinner. Bill violates solemn promises. APC repealed Public Law 280 in total and defeat of amendments. Thank you.

JOE HERRERA,
Secretary All Pueblo Council.

DEPARTMENT OF THE INTERIOR,
BUREAU OF INDIAN AFFAIRS,
UNITED PUEBLOS AGENCY,
Albuquerque, N. Mex., May 13, 1955.

Hon. WILLIAM LANGER,
United States Senator,
Senate Office Building, Washington, D. C.
(Attention: Mr. Peter N. Chumbris, associate counsel.)

DEAR SIR: Further reference is made to the hearings on juvenile delinquency which you conducted at Phoenix, Ariz. on April 28 and 29, and to my letter dated

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May 3, 1955. In the last paragraph of that letter you were advised that we would furnish you with information concerning the number of Indian boys who have attended schools under GI benefits.

The Veterans' Administration here in Albuquerque now advise us that 1,204 Indian boys from the State of New Mexico have attended schools under GI benefits. It should be explained that this number includes all of the Indians in New Mexico since Veterans' Administration records do not break them down by tribes.

We trust that this information will assist you in your study of this problem.

Sincerely yours,

GUY C. WILLIAMS,
General Superintendent.

GALLUP AREA OFFICE, UNITED PUEBLOS AGENCY, ALBUQUERQUE, N. MEX.

The following report has been prepared on the request of Mr. Peter N. Chumbris, associate counsel of the subcommittee, for presentation at the hearings to be held at Phoenix, Ariz., on April 28 and 29, 1955.

The United Pueblos Agency serves 18 Pueblos, not including Zuni, and the Alamo and Canoncito off-reservation Navaho communities in New Mexico as a direct Agency responsibility. The Resources and Community Services staff personnel are also available as requested for duty on the Consolidated Ute Agency, Jicarilla and Mescalero Apache Agencies and the Zuni-Ramah Area Field Office.

The total land held by Indians under this Agency consists of 1,430,656 acres, scattered in 20 separate units from the Alamo Navaho Community on the south to Taos Pueblo on the north, and from Albuquerque to the Acoma Pueblo on the west. Of this land base, there are an estimated 44,800 acres of irrigable land, of which an estimated 22,000 acres is actually irrigated; 2,020 acres are leased for business, mining and grazing purposes. Only 442 acres are leased for the latter purposes. The total land base, with this latter exception, is used by the Indians, mostly for grazing. Much of the grazing areas are mountainous or eroded to a point of uselessness.

The total enrollment of Indians under this Agency is 16,045, consisting of 3,206 family groups. The average family annual income is about $890.

A more detailed analysis of the services provided Indians by this Agency, prepared by the Branches of Education, Health, Relocation, Welfare, and Law and Order follows in that order.

EDUCATION

1. Education services available to Indians

Day schools:	
Beginners through sixth grade	21
Beginners through ninth (Taos)	1
Nonreservation Indian boarding school:	
Grades 7 through 12 (Santa Fe)	1
Grades 1 through 12 and as pecial Navaho program (Albuquerque)	1
Elementary reservation boarding school (Navaho), grades beginners through sixth (Alamo)	1

2. Attendance percentages in Federal schools

Records show that for the year 1952–53 there were 3,155 Indian pupils enrolled in the Federal schools; for the year 1953–54 there were 3,140. The aggregate attendance in days by all pupils for the year 1952–53 was 589,067; for the year 1953–54 it was 579,831. The aggregate days all pupils were enrolled in 1952–53 were 627,557; in 1953–54 there were 615,210. For the 2 years, 1952–53 and 1953–54 the totals were: 6,295 pupils enrolled; aggregate attendance was 1,171,898; the aggregate days were 1,239,267. The percent of attendance for the 2 years was 94.5 percent.

3. Degree of nonattendance

Dropouts.—6,295 pupils were enrolled in Federal schools of the United Pueblos jurisdiction for the 2-year period 1952–53, 1953–54, 371 or 5.9 percent dropped out of school before the completion of the school year; 288 or 77.6 percent of these pupils were enrolled in the secondary schools. The causes of dropouts in Federal schools have not been analyzed in sufficient detail to give a tabulation, but previous studies on dropouts have indicated that the incidence of withdrawals from secondary schools is greatest among the overage retarded pupils

and that entry into military service, marriage, and withdrawal to seek employment because of unsatisfactory progress in school are other prominent factors motivating withdrawal. It should be noted in this connection that the population of the secondary schools which are nonreservation in type is made up of students from various tribes. This is particularly true of the Albuquerque Indian School where the special Navaho program for retarded Navahos has been organized. (See table I.)

Nonenrollment.—The census figures indicate that in 1952–53, 328 children of school age out of a total of 4,039, or approximately 8.1 percent, did not enroll in school; 142 or approximately 43 percent of these failed to enroll because of reasons that were considered valid: marriage, physical unfitness, mental unfitness, and other reasons. Approximately 57 percent of the number who did not enroll in school have no known valid reason for failing to do so. For 1953–54 out of a total of 4,232 pupils of school age 362, or 8.5 percent, failed to enroll; 137 or approximately 37 percent failed to enroll because of reasons considered to be valid and approximately 63 percent of these had no known valid reason for not enrolling. (See table II.)

As noted above in No. 2 the percentage of attendance based on aggregate number of days all pupils were enrolled was 94.5 percent. The percentage of nonattendance based on the same data was 5.5 percent.

In the case of irregular attendance the public school authorities have been asked to supply this agency with regular monthly reports of attendance and an immediate report on dropouts or the termination of any child in school. Meetings are then held with the Indian councils to explore ways and means of correcting such practices. Working arrangements are made with public schools whereby Indian Service educational specialists will visit public schools, either on their own initiative or on call, and give any possible help in dealing with problems on attendance, orientation, or other school problems.

4. Compulsory attendance

Under secretarial order the State compulsory attendance regulations are operative in Indian territory except where organized Indian governments exist. State regulations can be enforced in these territories only upon request of organized governments. Indian tribes in the United Pueblos Agency come under the latter category and no organized government has sought State regulation of compulsory attendance. In most Pueblos the councils have appointed one of their own representatives, or a school board of education, to act as liaison agent between the school and the communities and to report to the council all instances of nonattendance. The percentage of average daily attendance for Federal schools indicates that there has been little difficulty in securing a very satisfactory school attendance in those schools.

The picture is somewhat different when applied to Indian children attending public schools. Records of attendance of Indian children enrolled in Federal schools is higher than that of children enrolled in public schools. For the 2 years 1952–53 and 1953–54 the percentage of attendance in Federal schools was 94.5 percent while the percentage of attendance in public schools was 83.7 percent. The attendance of Indian children in Federal schools is also higher than that of Indian children under Johnson-O'Malley contract in public schools. For the 2 years 1952–53 and 1953–54 percentage of attendance for Indian children in Federal schools was 94.5 and for Indian children in public schools under Johnson-O'Malley contracts it was 71.96 percent (see table III). Part of the difficulty seems to lie in the lack of orientation of these pupils into the public schools (tables III and IIIA).

5. Does migrant labor of parents or other economic or social reason have unwholesome effect on school children?

Migrant labor is a serious factor in the attendance of school children in only one day school: namely, Canoncito Day School. A large number of parents work in the carrot fields, cotton picking, and other forms of seasonal employment. Since no provisions are made for the care of children and because children are sometimes employable, it is customary for the family heads to take the entire family to the place of employment thus reducing regularity and continuity of school enrollment. Plans are being made for the enrollment of Canoncito children in a boarding school.

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6. What is degree of progress as compared with non-Indian children?

Standardized achievement tests are administered to pupils in Federal Indian schools on an annual basis and comparisons are made with the national norms and with the public and mission schools in the same areas.

Throughout the standardized testing program the second and third grades of the Federal schools have consistently scored above the national norm for public schools (see table IV).

In 1951–52 comparisons were made with public and mission schools in the same areas. Table V shows the results of the 1951–52 testing program comparing achievements in Indian schools with that in public and mission schools. Table VI shows the percent of pupils that equaled or exceeded the national norms on the California achievement tests administered in May 1954 to grades 4 through 12, inclusive.

7. Indian children in public schools

It is the policy of the United Pueblos Agency to transfer educational services to public schools wherever feasible and whenever mutual readiness has been determined. The record of such transfer is reflected in the number of Indian pupils attending school under Johnson-O'Malley contractual agreements. This transfer is usually effected by three methods:

(1) The voluntary enrollment of individual pupils in the public schools;

(2) The closing of Federal schools and the transportation of pupils to nearby public schools;

(3) The incorporation of Federal schools into the public school system.

The increase of Indian children attending public schools is reflected in table III–A.

In general Indian and non-Indian children get along in a surprising degree of amicability. Public school officials report that Indian children are usually industrious, reliable, and easily controlled. For example, there has not been a single complaint from either the Pueblo of Picuris or the public school at Penasco during the 2 years the schools have been combined. Much of the harmony which seems to prevail there was undoubtedly due to the careful work of orientation carried on by the public schools and by the unanimous acceptance of the tribe to the transfer to public schools.

In other instances in this agency where the public school enrollment is predominantly Spanish, the long existing prejudices between the Indians and the Spanish have led to some degree of nonacceptance and friction. In one such instance the Indian council of a pueblo is threatening to withdraw its children from public school because of this factor and the laxity in social controls that prevail in the public school community. Irregular attendance in such communities, together with association with youthful gangs and the much greater freedom in frequenting the more undesirable places of amusement are undeniable factors in juvenile delinquency. On the whole, however, the advantages of enrollment of Indian children in nonsegregated schools far outweigh the disadvantages, particularly when the factor of mutual readiness has been observed.

8. Amount of delinquency

Actual cases of juvenile delinquency which come to the attention of authorities are reported in law and order.

9. Misconduct or antisocial behavior of the adolescents within the two nonreservation high schools

The records are recorded in tables VII and VIII.

TABLE I

	Enrollment		Dropouts	
	1952–53	1953–54	1952–53	1953–54
Federal day schools	1,994	2,024	47	36
Albuquerque Indian School	689	659	91	86
Santa Fe Indian School	472	457	54	57
Total	3,155	3,140	192	179
Total, 2 years	6,295		371	

TABLE II

	Number of school-age children 6–18	Nonenrollment		
		Not enrolled	Valid reasons	No known valid reasons
1952–53	4,039	328	142	186
1953–54	4,232	362	137	225

TABLE III.—*Indian pupils enrolled in public schools under Johnson-O'Malley contract*

	Enrollment Indian eligibles	Average daily attendance Indian eligibles
1952–53	1,471	1,087.85
1953–54	1,741	1,497.00
1954–55	2,653	

TABLE IV.—*Median scores, California achievement tests, grades 2 and 3, 1954*

Grade	Norm	Reading			Arithmetic		
		Voc.	Comp.	Total	Reas	Fund	Total
2	2-8	3-6	3-6	3-6	3-4	3-0	3-2
3	3-8	4-0	4-2	4-1	4-1	4-0	4-1

Grade	Language			Total tested	Number of pupils tested
	Mech	Spell	Total		
2	3-5	3-7	3-6	3-5	259
3	3-5	3-9	3-7	3-9	235

Data shows 2d grade excells the national norm 7 months in reading, 3 months in arithmetic, 7 months in language, 6 months in total test; 3d grade excells the national norm 3 months in reading, 3 months in arithmetic, 1 month in total tests, dropping 1 month below national norm in language.

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TABLE V.—*Comparative study, median grade placement of Indian, public, and mission schools, California achievement tests, 1951–52*

School	Grade 4				Grade 5				Grade 6			
	Reading	Arithmetic	Language	Total	Reading	Arithmetic	Language	Total	Reading	Arithmetic	Language	Total
Indian	4.1	4.5	4.9	4.5	4.6	5.2	5.4	5.0	5.2	5.7	6.0	5.7
Public	4.2	4.3	4.7	4.2	4.9	5.2	5.6	5.2	5.2	5.6	5.7	5.5
Mission	3.9	4.2	4.6	4.1	4.1	4.6	5.0	4.6	4.9	5.2	5.6	5.1
	Grade 7				Grade 8				Grade 9			
	Reading	Arithmetic	Language	Total	Reading	Arithmetic	Language	Total	Reading	Arithmetic	Language	Total
Indian	6.3	6.4	7.1	6.6	6.9	7.2	7.7	7.2	7.3	7.7	8.2	7.7
Public	5.6	6.8	7.0	6.7	6.9	7.3	7.7	7.3	7.7	8.2	8.3	8.1
Mission	6.0	6.1	7.0	6.2	6.9	6.2	7.8	6.5	6.7	7.7	8.7	7.6
	Grade 10				Grade 11				Grade 12			
	Reading	Arithmetic	Language	Total	Reading	Arithmetic	Language	Total	Reading	Arithmetic	Language	Total
Indian	8.4	8.8	8.0	8.2	8.4	9.2	8.8	9.3	9.3	9.4	9.8	9.5
Public	8.9	9.8	9.3	9.4	9.5	10.4	10.2	10.1	9.7	9.8	10.2	10.0
Mission	7.9	9.1	7.3	8.0	9.3	9.2	10.0	9.8	9.6	8.9	10.0	9.6

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TABLE VI.—*Comparative study, percent of pupils that equal or exceed national norm on California achievement tests (October 1951–May 1954)*

Grade	Year	Pupils	Reading voc.	Reading comp.	Total reading	Math. reas.	Math. fund	Total math.	English mech.	Spelling	Total lang.	Total test
4	1954	309	27.2	41.1	31.4	47.3	62.4	59.2	72.5	65.9	71.2	57.6
5	1954	304	10.9	15.9	12.4	25.0	47.7	42.4	37.8		51.3	33.9
6	1954	292	7.8	12.0	9.6	17.5		24.3	24.6	41.1	30.1	17.8
7	1954	198		10.1		35.3	16.2	21.7				
8	1954	182	9.3	6.5	6.6		11.5		18.7			11.6
9	1954	167	2.9		6.5	23.9						
10	1954	140	2.8	17.8	7.1	20.7						
11	1954	122				22.5						
12	1954	92	5.4	6.5		13.0		13.0				

TABLE VII.—*Santa Fe Indian School*

	1952–53	1953–54	1954–55
Total enrollment	472	457	462
Involved in drinking episodes	11	17	7
Illegitimacy	5	4	2
Truancy	3	13	9
Stealing	8	3	2
Court cases assigned to school	3	4	7
Acts of overaggressiveness	3	3	4
FOLLOWUP			
Number graduating seniors	64	53	58
Number of class in college or advance training	16	16	
Planning to enter college or advance training			41
Employed	22	20	
Helping at home	7	4	
Military service	18	13	
Married (number overlapping)	6	1	
Deceased	1		

TABLE VIII.—*Albuquerque Indian School*

	1952–53	1953–54	1954–55
Total enrollment	472	457	970
Involved in drinking episodes			14
Illegitimacy			3
Truancy			8
Stealing			15
Shoplifting			6
Court cases assigned to AIS			2
Acts of overaggressiveness			19
Check forgery			3
FOLLOWUP			
Number graduating seniors	67	39	57
Number of class in college or advanced training			17
Employed			58
Married (number overlapping)			18
Helping at home			13
Military service			23

HEALTH PROGRAM

The health branch organizational structure comprises three major functional subdivisions:

1. Health service program direction and consultative services.
2. Hospital and sanatoria direct and contractual services.
3. Field preventive-curative medical care and related public-health services.

The United Pueblos Agency during the calendar year 1954 operated and maintained 2 general hospitals with a combined rated capacity of 100 and authorized average capacity of 63 beds, which experienced an average daily census of 71.6, reflecting an occupancy percentage of 129.4; and 1 tuberculosis sanatorium with a rated capacity of 108 and authorized capacity of 100 beds which maintained an average daily census of 88.8, reflecting an occupancy percentage of 88.8.

The actual experience of the respective hospitals operated by the Bureau under the immediate supervision and/or consultative direction of the United Pueblos Agency branch of health during the calendar year 1954 is presented in the table on page 2.

It will be noted that these combined facilities with a total average rated capacity of 310 beds and authorized capacity of 204 beds admitted a total of 4,783 persons to inpatient service and maintained an average daily census or inpatient caseload of 194.9, representing a 95.5 percent utilization of the authorized beds. Moreover, in addition to the services rendered inpatients, all of these hospitals provided medical care through their outpatient clinic departments to an ambulatory Indian population who made a combined total of 49,938 visits to these facilities during the fiscal year 1954, which are quantitatively recorded for the respective separate institutions in the following table (p. 3):

TABLE I.—*Bureau operated hospital and sanatoria facilities utilization, calendar year, 1954*

Hospitals and sanatoria	Beds rated	Capacity authorized	Number admissions	Inpatient discharges	Average daily census	Percent occupancy
Albuquerque Indian General Hospital [1]	46	[2] 27	1,432	1,476	32.9	121.9
Santa Fe Indian General Hospital	54	[2] 36	1,313	1,305	38.7	107.5
Albuquerque Indian TB Sanitarium	108	100	165	172	88.8	88.8
Totals	208	163	2,910	2,953		

[1] Albuquerque Indian General Hospital discontinued Oct. 27, 1954.
[2] Average of authorized capacity used to determine occupancy percentage due to the fact that the number of authorized beds was changed in midyear. The current number of authorized beds are: Santa Fe Indian General, 46; Zuni Indian General, 20; and Mescalero Indian General, 14.

TABLE II.—*Bureau-operated hospital and sanitorium facilities, outpatient department visits fiscal year 1954*

Albuquerque Indian hospital	18,274
Santa Fe Indian hospital	16,236
Albuquerque Indian sanatorium	595
Total visits	35,105

The present personnel component of the Santa Fe Indian hospital provides for a staff of 28, including 2 medical officers, 10 professional nurses, 2 practical nurses, 1 medical X-ray laboratory technician, 1 clerk-stenographer and 12 other maintenance and ancillary personnel, supplemented by the services of local surgeons and other physician specialists enlisted on a fee-for-service basis as needed. The present component of the Albuquerque Indian sanatorium provides for a staff of 65, including 2 full-time and 1 part-time medical officers, 20 professional nurses, 3 practical nurses, a medical X-ray technician, dietitian, social worker, occupational therapist, medical records clerk, clerk-stenographer, and 33 other maintenance and ancillary personnel, supplemented by the services of a chest surgical team comprising two thoracic surgeons, an anesthetist and surgical nurse enlisted on a fee-for-service basis as needed.

It should be further emphasized that services rendered through these inpatient, outpatient facilities were not limited to the care provided by regular staff personnel, but were extended by the Bureau to include indicated surgical and specialist consultative services of local physicians engaged on a fee-for-service basis involving a total expenditure of $20,435 for the fiscal year 1954, and $19,357 during the first three quarters of fiscal year 1955, itemized according to institution in table III. (See p. 4.)

In addition to the direct operation of hospital and sanatoria facilities, the Agency provides hospitalization, medical-surgical care, and related health services through contractual negotiation with non-Bureau facilities and in instances of emergency which preclude the utilization of either Bureau-operated or contract facilities, will assume financial responsibility for the payment of hospitalization and/or physicians' fees and related services rendered through other local approved sources of medical care contingent upon the presentation of satisfactory justification and the issuance of prior or subsequent confirmatory authorization, signed by the agency superintendent or his authorized representative.

TABLE III.—*Non-Bureau physicians on fee-for-service basis in Bureau hospitals (expense)*

Facility	Fiscal year 1954	1st quarter fiscal year 1955	2d quarter fiscal year 1955	3d quarter fiscal year 1955	Total
Albuquerque Indian Hospital	$11,917	$3,988	$1,511	(Closed)	$17,416
Indian Sanatorium	7,676	3,144	5,350	$4,654	20,824
Santa Fe Indian Hospital	842	320	85	305	1,552
Total	20,435	7,452	6,946	4,959	39,792

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On October 27, 1954, the Bureau discontinued the operation of Albuquerque General Hospital and substituted in lieu thereof a Johnson-O'Malley contract under the terms of which 100 beds are reserved in the newly constructed 220-bed Bernalillo County-Indian Hospital for the care of eligible Indian patients with priority rights guaranteed Pueblo Indians. Budgetary provision made for the fiscal year 1955, however, has been limited to the estimated $20.97 per patient day cost of the minimum 80-bed guaranty incorporated in the contract, and the daily census of Indian patients has on numerous occasions fluctuated between 80 and 90. Approximately 48 percent of the total Indian admissions to this facility have been enrolled members of the Navaho tribe who were referred by Navaho Agency medical officers because of inability to provide required care through Navaho hospital facilities.

The extent to which non-Bureau facilities were utilized by the United Pueblos Agency, including the Bernalillo County-Indian Hospital and by other jurisdictional agencies during the last half of the calendar year 1954, together with attending cost of such services, is presented in table IV on page 6.

Field preventive-curative medical care services involve responsibility for the operation of the Taos Health Center, the Albuquerque Indian School Clinic and a system of public health clinics conducted at strategically located population centers on a regular weekly rotating schedule, directed toward the prevention of illnesses through immunization, early detection of illness among infants, preschool, school, and the adult population, prompt institution of appropriate therapy, and/or referral for indicated institutional care; the provision of oral health services directed primarily toward the prevention of oral disease, early corrective restorative child dentistry, and emergency adult dental care; the promotion of environmental sanitation improvement, including the installation of safe public and private water supplies, sanitary sewage and water disposal, insect and rodent control, and promotion of health education activities, and the provisions on request within the limits of available resources, facilities and personnel, of certain direct services to other jurisdictional agencies, including the services of the field ophthalmologist, dental officers, sanitarians and health education staff personnel.

TABLE IV.—*Non-Indian Bureau hospital bed utilization in contract and noncontract hospitals and outpatient services, July 1 to Dec. 31, 1954 (1st half fiscal year 1954)*

	Hospital days		Total	Total cost	Outpatient treatments		Other [1]	Total cost of services
	General	Psychiatric			Number	Cost		
United Pueblos Agency:								
July 1 to Sept. 30, 1954		460	460	$900.00	5	$67	$98.89	$1,065.89
Oct. 1 to Dec. 31, 1954	3,578	552	4,130	111,951.60	15	80		112,031.60
Total	3,578	1,012	4,590	112,851.60	20	147	98.89	113,096.49

[1] Patient escort service for crippled children treated at Carrie Tingley without cost to Bureau.

The present personnel component of this division comprises 1 full-time EENT specialist, 2 full-time and 1 part-time field medical officers, who also serve the jurisdictional Bureau-operated hospitals, 10 public health nurses, 5 janitor-ambulance drivers, and other ancillary personnel.

The number of visits made to these field health centers and clinic facilities during the fiscal year 1954 are itemized according to type and location of facilities and general nature of the services rendered in table V.

TABLE V.—*Health centers and field clinics outpatient visits, fiscal year 1954*

Taos Health Center	4,011
Field health clinics	1,559
Dental clinics	4,467
EENT clinics	3,895
Total	13,932

WELFARE

UPA welfare budget:

Fiscal year 1953	$59,745
Fiscal year 1954	72,209
Fiscal year 1955	[1] 53,985

[1] Excludes $29,075 budgeted for the Zuni area field office for fiscal year 1955.

One social worker extends Welfare services to 18 widely scattered pueblos involving approximately 15,124 persons; and 2 Navaho communities, Alamo and Canoncito, with a population of 921 persons. In addition to the 18 pueblos and 2 Navaho communities, the UPA social worker serves the Zuni area field office consisting of Zuni Pueblo and the Ramah Navaho Reservation, having a population of 4,010, and the Jicarilla-Apache Reservation, having a population of 1,098; making a grand total population of 21,153.

Professional welfare services became available to the pueblo Indians in 1949. In 1948 the State department of public welfare had accepted less than a dozen applications for old-age assistance, with the Bureau assuming responsibility for payment of grants. Since 1948 the State increased services and now assumes full financial responsibility for Indian cases under the public assistance program. This program includes old-age assistance, aid to dependent children, aid to the blind, and aid to the disabled. State general assistance is not available to Indians residing on reservations. State services are available to blind, deaf, and crippled children, and child-welfare services are extended within budget and staff limitations.

The Bureau of Indian Affairs appropriates funds to assist Indians on reservations who are in need and who are not eligible for public assistance. The agency general assistance program assists cases such as a single widow, over 50 years of age, with no resources, uneducated and not considered employable. Of about 1,200 cases (both State and Bureau) receiving some form of assistance, it is our opinion that grants in general are used to the advantage of the family, and there is little misuse of funds.

The State welfare department, private agencies, and other Federal agencies are used to the fullest extent, and a good working relationship is maintained and cooperation is excellent.

Child welfare services

The agency social worker services adoption cases, care of homeless dependent and neglected children, and gives service to any child who, because of some problem, may be in need of service. Work with delinquent children is not a major phase of child-welfare activities, although service is given to a small number of delinquents on an individual casework basis. Without sufficient funds, facilities, or staff, it is not possible to service delinquent cases adequately.

In 1953–54, 22 delinquent children's cases referred to welfare for service were obviously a result of delinquent parents or relatives. We believe there may be some increase in delinquency within the pueblo area. Our limited staff does not permit any concentrated effort on this problem.

Other than services to children and the general assistance program, numerous miscellaneous services are extended in areas of counseling and planning with people in trouble, not involving financial need, and work with tribal councils.

List of Bureau general assistance cases, aid to dependent children, for 18 Pueblos, Zuni, and 3 Navaho communities

	Cases	Persons
January 1953	20	81
April 1954	18	73
December 1954	33	138
January 1955	33	133
February 1955	37	148

NOTE.—Aid to dependent children cases are carried pending approval by the State, or for the reason that the family is destitute, and the father temporarily unemployed.

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List of New Mexico Department of Public Welfare aid to dependent children cases in counties containing reservations

County	January 1953			April 1954			December 1954 Total cases (no breakdown)
	Indian	Non-Indian	Total	Indian	Non-Indian	Total	
Bernalillo	30	773	803	34	1,015	1,049	1,163
McKinley [1]	260	59	319	329	77	406	425
Otero [2]	22	31	53	18	38	56	59
Rio Arriba	12	327	339	20	490	510	557
Sandoval	73	94	167	79	101	180	180
San Juan [3]	144	53	197	203	73	276	315
Santa Fe	3	459	462	6	544	550	577
Socorro	10	90	100	15	104	119	130
Taos	16	267	283	22	326	348	395
Valencia	37	187	224	59	224	283	305
Total	607	2,340	2,947	785	2,992	3,777	4,106

[1] Includes Navaho Reservation.
[2] Includes Mescalero Apache Reservation.
[3] UPA does not service San Juan County.

NOTE.—It is estimated that 90 percent of Indian aid to dependent children cases are a result of desertion, nonsupport, and illegitimacy. Statistics are not available on breakdown.

NEW MEXICO DEPARTMENT OF PUBLIC WELFARE

Child welfare services—Adoption petitions handled by New Mexico Department of Public Welfare during 1953

Status	*Total*
Under investigation, Dec. 31, 1952	276
Referred by courts	529
Total handled during the year	805
Court reports completed	488
Continued under investigation, Dec. 31, 1953	317

Child welfare services—Children under legal custody of New Mexico Department of Public Welfare, July 1, 1953–June 30, 1954

	Number of children
Children under custody, July 1, 1953	438
Children committed to custody during year	120
Total under legal custody of the department	558
Children removed from custody	64
Custody transferred to parents	17
Custody transferred to other person	11
Custody transferred to institution	9
Legally adopted	16
Entered Armed Forces	3
Married	2
Other	6
Children under legal custody, June 30, 1954	494

Service programs as of January 1955

County	Child welfare services		Crippled children's services		Children under legal custody [1]
	Cases	Children	Cases	Children	
Bernalillo	434	605	713	748	177
McKinley	19	26	185	200	9
Otero	3	1	56	63	1
Rio Arriba	27	38	287	325	11
Sandoval	6	6	68	72	5
San Juan	47	69	161	176	7
Santa Fe	124	179	311	349	66
Socorro	4	18	109	111	11
Taos	3	3	172	184	1
Valencia	0	0	114	124	0
Total	667	945	2,176	2,352	288

[1] Also included in report on children receiving CWS or ADC.

NEW MEXICO JUVENILE INFORMATION PROGRAM

New Mexico Juvenile Court Report No. 21: Children in disposed-of-delinquency cases for 10 New Mexico counties, January 1955

County	Total children [1]	Boys	Girls
Bernalillo	230	191	39
McKinley	35	31	4
Otero	(2)	(2)	(2)
Rio Arriba	5	5	0
Sandoval	5	4	1
San Juan	16	13	3
Santa Fe	55	46	9
Socorro	12	8	4
Taos	(2)	(2)	(2)
Valencia	(2)	(2)	(2)
Total	358	298	60

[1] Total children: The count of children for any period is an unduplicated count. Regardless of the number of times a child appears before the juvenile court or its officials within the period, he is counted once.
[2] Not available.

New Mexico Juvenile Court Report No. 21: Monthly summary of children in disposed of delinquency cases for 10 New Mexico counties, January 1955

County	Total		Disposition					
			Official		Unofficial		Official and unofficial	
	Children	Cases	Children	Cases	Children	Cases	Children	Cases
Bernalillo	230	234	43	44	185	186	2	4
McKinley	35	36	16	16	18	18	1	2
Otero	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Rio Arriba	5	5	5	5	0	0	0	0
Sandoval	5	5	5	5	0	0	0	0
San Juan	16	17	8	8	7	7	1	2
Santa Fe	55	58	32	34	22	22	1	2
Socorro	12	12	12	12	0	0	0	0
Taos	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Valencia	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)
Total	358	367	121	124	232	233	5	10

[1] Not available.

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RELOCATION SERVICES

The relocation program affords Indians unable to make a living at home the help they need to move to urban centers where they can make a good year-round living. Initially, Pueblo people were slow to accept relocation but there has been a rapidly growing acceptance of relocation services and in fiscal year 1955 applications have been almost twice the number which could be relocated with the limited assistance funds available to this agency.

United Pueblos staff and funds have been used to serve the Mescalero and Jicarilla Apache agencies and the Zuni area field office in 1953, 1954, and 1955. The summary of accomplishments given below, however, includes only the activity in the United Pueblos Agency.

Fiscal year 1953: 1 family totaling 4 presons relocated with financial assistance, no return; 2 single persons were relocated with financial assistance and 1 returned; 1 single person relocated without financial assistance.

Fiscal year 1954: 8 families totaling 33 persons relocated with financial assistance, no returns; 13 family heads relocated with financial assistance, 8 returned; 24 single persons relocated with financial assistance, 5 returned; 4 families totaling 9 persons relocated without financial assistance, no returns; 9 family heads relocated without financial assistance, 3 returned; 15 single persons relocated without financial assistance, 2 returned.

Fiscal year 1955 (to April 30, 1955): 15 families totaling 73 persons relocated with financial assistance, no returns; 4 family heads relocated with financial assistance, 3 returned; 14 single persons relocated with financial assistance, 5 rturned; 2 families totaling 6 persons relocated without financial assistance, no returns; 1 family head relocated without financial assistance; 15 single persons relocated without financial assistance, no returns.

Funds expended for relocation as follows:

Fiscal year—	
1953	$254. 25
1954	4, 450. 57
1955 (to Apr. 30, 1955)	7, 231. 42

BRANCH OF LAW AND ORDER

Budget allowances

Fiscal year 1953, $17,949; 1954, $16,224; 1955, $18,724.

Staffing

Two full-time Indian Service special officers cover the 19 Pueblos, the Alamo, Canoncito, and Ramah Navaho off-reservation communities, and the Jicarilla Apache Reservation. They are subject to special assignment to the Ute reservations in Colorado and the Mescalero Apache Reservation in New Mexico. Except at Jicarilla, where two tribal police are maintained, no regular police officers are employed in their area of direct responsibility. The Pueblos and Navaho groups do the best they can with nonpaid part-time deputies from the respective communities, they are subject to change each year with the change of tribal governing officials, none are fully trained officers. The Federal Bureau of Investigation is used to the fullest extent and cooperation is good. Thirty-three New Mexico State policemen are deputized as deputy special officers for emergency action on the reservations, without having the responsibility they have many times helped immeasurably at no expense to the Government or tribal communities.

Courts

To the best advantage we can, we use the Federal courts, State district and justice courts, and the 23 units of tribal courts. Several of the latter function fairly well, several are in between, and several are indifferent to useless, all are without adequate facilities, funds and follow-up efficacy; with the exception of Jicarilla no court personnel are paid. In our area of direct responsibility, Jicarilla and Isleta have temporary lockup facilities, otherwise we have to use city and county jails at Government or tribal expense. City police and county sheriffs have been cooperative in this regard. In the administration of the tribal courts no Federal funds are involved with the exception of some jail care. These courts, with the exception of Jicarilla, do not have written comprehensive codes. They usually do not keep records except as our officers require records when they work through them. They are usually made up of the governing officers and/or councils of the respective jurisdictions, with the exception of Isleta and Jicarilla who have courts separated from the councils.

Statistics

The statistics cited for fiscal years 1953 and 1954 do not give the whole story. They represent only those cases brought to the attention of this agency or those initiated by our officers. Cases handled entirely by tribal officers without any reference to this agency are not included, we have no record of them. A cursory look at 1955 indicates the same pattern, with the exception of a drop in liquor cases. It appears safe to comment that with the repeal of the liquor laws offenses of violence going to the higher courts have decreased, an increase in misdemeanor type offenses and incidence of destitution is indicated.

A quite heavy load of traffic and drunkenness is indicated in city police and justice courts involving Indians off the reservation.

Establishing paternity

Federal law provides no means of approaching this function. Under New Mexico law (as a matter of law and apparently policy) expectant single mothers must hire their own counsel to pursue this manner of action. Most expectant single Indian mothers cannot afford to do this. The State attorney general or the several district attorneys can initiate this action if the child is likely to become a public charge. This latter approach has not been explored fully. Because the county district attorneys often wonder about the jurisdiction over Indians on Indian reservation problems, we cannot be too hopeful.

Under tribal custom family questions are for settlement by the tribes in the first instance. The welfare and law and order division and the several families involved in paternity matters have been able to resolve many situations. The establishment of paternity for the purposes of meeting social security and welfare requirements for benefits is something quite new to the tribal customary way of handling these matters. What to do about it should be a subject of intense special study and probably the development of new procedures.

Mothers under 16

New Mexico law provides that intercourse with females under 16 is a statutory offense. By adopting that provision in Federal law, we cite these cases to the Federal courts as statutory rape cases. Usually they are dismissed before disposition by sentence on the marriage of the parties, several investigations have exposed a situation where the Indian communities or parents have tolerated events leading up to the acts and the cases were consequently declined for prosecution. Usually we only hear of these cases when marriage or support by the male has not been forthcoming. We also get them by referral from the medical division.

Nonsupport and abandonment

This class of offense is extremely difficulty to resolve. Federal law provides no approach, State law in most Indian cases is without jurisdiction. Tribal law, if it would operate, is bound by inadequate means to approach the problem, especially where the offending parent has gone to another jurisdiction or State. We have without basic authority in law returned offending parents to respective tribal jurisdictions for action. The fact that tribal courts cannot enforce their decreases beyond respective jurisdictions renders attempts ineffective. Neglect and destitution seems to be increasing. Some Indian parents expose children to dissolute drinking habits; in several jurisdictions this is becoming acute.

Juvenile delinquency

In the New Mexico area the incidence of delinquency among Indian youth does not appear to approach that of some non-Indian areas. When it does become a problem, however, we do not have the available legal means to deal with delinquents as usually exists in the non-Indian community. The Federal Juvenile Delinquency Act covers only specific Federal offenses, State law is not applicable to Indian reservations. We have been able to use the latter when some of our alleged delinquents get into trouble off the reservations. Tribal law again is bound by inadequate facilities, funds, and staffing to deal with juveniles where parental control is absent. This situation leaves a wide area of misconduct that cannot be touched. If they had the funds and wanted to, the Indian courts have no place to send the Indian juvenile offender for his own good or that of the community. Promiscuity, use of intoxicants, incorrigibility, and gang fighting are noticeable and seem to be increasing.

We have attempted to work out arrangements with New Mexico for care of juvenile Indian offenders from the reservations. New Mexico does not now have adequate housing for its own. There is also the question of the authority of New Mexico officials to admit and hold Indians committed by tribal courts, State legis-

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lation may be necessary. The problem has been reviewed with the Governor, attorney general, and the chairman of the boys' industrial school board.

Liquor control

Since the repeal of the liquor laws we still enforce against traffic in liquor on the reservations through the Federal and tribal courts, most of the tribal groups cooperate in this with different degrees of effectiveness. Several bars have sprung up in Indian areas, without doubt, especially for the Indian trade, usually they are in isolated areas and not subject to proper control, minors are able to get liquor quite easily, if not from the bars then through adults. Many Indian juveniles at the first felt that the repeal of the Indian liquor laws opened the way for them to get liquor also, they used to say, "The law is changed" when questioned. Many Indian adults thought nothing of giving liquor to minors. Many bars in New Mexico are not fit places to have licenses, they are unclean and ill-supervised. We have had to arrest Indian adults for furnishing liquor to Indian students at Albuquerque, Santa Fe, and Dulce Indian schools. We have had to bring some Indian students and their parents before the Federal courts for possession of liquor on school grounds. We have had to take Indian parents out of bars with very small children.

The liquor trade in New Mexico could do more to properly police its own business.

Recommendations

Federal action.—1. Amend section 1153, title 18, United States Code, to make nonsupport and abandonment among Indians a Federal offense. For a first offense they might be made petty offenses so that they could be tried before a United States Court Commissioner. Provision could be made that tribal courts would have concurrent jurisdiction, so that only those cases which the tribal courts could not resolve would be referred to the Federal courts.

2. The Federal Juvenile Delinquency Act in its application to Indians and Indian reservations ought to be broadened also, with its application spelled out in terms of the types of offenses that could be referred to the Federal courts. Again provision might be made that the tribal courts would be a point of first reference. There are many things they can resolve without outside referral.

3. It would help in matters of comity with other agencies of law enforcement if the tribal court were established by specific statute. Powers of extradition, if it is possible to give them, would enhance the effectiveness of the tribal courts to a large degree.

4. Provide more trained law officers so that Indian communities could have adequate immediate police and guidance service, and consequent followup on case work after court appearances as well as before. Too many cases go by the board now without attention. Especially, attention should be paid to the deteriorating home environment in many cases.

5. Somehow include Indian communities, by directive or statutory amendment, for consideration under S. 728 or S. 894 should either of them become law.

6. In line with Judge Gilliam, juvenile judge of Denver, set up boys' camps where the out-of-school youngsters, including expellees, could have some type of further training and occupation to keep them off the street corners and alleys. Make them available for unsegregated Indian use.

State action.—1. Give State officials in charge of institutions statutory authority to enter into contracts or agreements with tribes or the Federal Government for care of Indians committed from tribal courts. With reference to Indian juveniles something could be worked out under Johnson-O'Malley type contracts.

2. Stricter supervision and control of liquor establishments.

Tribal action.—1. Help Indian tribes set up their courts on a more ready and workable plan. Staff them with trained personnel. They ought to have the full-time service of a Department attorney to do this. Selected members of the several communities ought to be schooled in civil government so that the Indian leaders would have direction and guidance within their own membership. This could be done through special adult education class work, possibly at the University of New Mexico.

None of this could be imposed upon the Pueblos, since they have enjoyed since Spanish times, as a matter of right, the free prerogatives of self-government recognized symbolically by canes given them by Spain and President Abraham Lincoln.

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Recapitulation—Branch of law and order, United Pueblos area

ARRESTS FOR FISCAL YEAR 1953

Types of offenses	Arrested		Convictions		Dismissals		Pending		Otherwise closed		Juveniles	
	Indian	Non-Indian	Indian	Non-Indian	Indian	Non-Indian	Indian	Non-Indian	Indian	Non-Indian	Indian	Non-Indian
Arson	3								3			
Assaults:												
Battery	3		2						1			
Weapon	16		9		3		3		1		5	
Officer	4	1	4	1								
To rob		1								1		
Witness		1		1								
To rape	1									1		
Burglary:												
Common	4		4								2	
Post office	2		2								2	
Civil rights		1								1		
Disorderly conduct	33	5	33	5							3	
Drunk driving	1		1									
Embezzlement		1								[1]1		
Fraud		1								[2]1		
Homicide	3		3									
Suicide	1								1			
Determine cause of death	6								6			
Incest	1						1					
Insane	3		1		2							
Larceny:												
Cattle (7)	1	2	1			[3]2						
Horses	2		2									
Sheep	3								3			
Liquor violations	14	[4]51	13	43		4	1	4				
Vehicles seized		3		1		1		1				
Marihuana [5]	1	1	1	1								
Molestation	2								2			
Neglect children	2		[6]2									
Perjury	1	1	1	1								
Slander	1		1									
Trespass		2								[7]2		
Peace bond	2		[8]2									
Missing persons	6								6		3	
Total	116	71	82	53	5	7	5	5	23	7	15	

[1] Dismissed from service.
[2] Restitution made.
[3] Acquitted.
[4] Cases referred to New Mexico liquor director, 15: Licenses revoked, 5; no decision, 3; no action, 4; dismissed, 2; revoked but restored by district court, 1; total, 15.
[5] 2 other investigations, juveniles.
[6] Children taken away.
[7] Paid damages.
[8] For assaulting employees.

CASES AND ARRESTS FOR FISCAL YEAR 1954

Types of offenses	Number	Arrested		Convictions		Dismissals		Pending		Otherwise closed		Juveniles	
		Indian	Non-Indian	Indian	Non-Indian	Indian	Non-Indian	Indian	Non-Indian	Indian	Non-Indian	Indian	Non-Indian
Arson	1	1								1			
Assaults:													
Battery	12	7	3	6	2	1				1	2		
Weapon	15	9		4				4		7		4	
Officer	3	3		2						[9] 1			
Common	10	9		7		1				2			
Bastardy	5	2		2						3			
Burglary	12	5	3	4	3					5		2	2
Carrying weapon	1	1								1		1	
Civil rights	7									7			
Contributing to delinquency of minor	3	[10] 3						2		[10] 1			
Disorderly conduct	22	17	5	16	5	([11])				1			
Destruction of Government property	8		8								8		8
Drunk driving	2	2		[12] 2									
Fraud	3		2							1	2		
Forgery	3	2		1		1					1		
Incest	1	1				[13] 1							
Insane	3	3		1		2							
Homicide	3	1		1				1		1			
Suicide	3	3								3			
Determine cause of death	6	6								6			
Killing stock	6	5		5						1			
Larceny:													
Cattle	5	1	1	1						3	1		
Horses	3	2		2						1			
Sheep	2		2								[14] 2		
Other	4	2		1				1		2			
Liquor violations	28	11	17	3	10		2	5	1	6	1		
Vehicles seized	2		2								2		
Neglect dependents	8	8		6						2			
Trespass	1		1								1		
Missing persons	8	8								8		3	
Liquor violation, minors	5	5		[15] 5								5	
Rape	5	4		1				1		3			
Total	200	121	44	70	20	6	2	14	1	67	20	15	10

[9] Dismissed from service.
[10] All finally dismissed.
[11] 81 other cases.
[12] Fined, licenses revoked, restored by MVD.
[13] Acquitted.
[14] Paid damages.
[15] Sentencing suspended, Federal court.

APPENDIX 23

DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
FIELD SERVICE,
COLORADO RIVER AGENCY,
Parker, Ariz., April 27, 1955.

Mr. F. M. HAVERLAND,
Area Director, Phoenix, Ariz.
(Attention: Mr. Stevens.)

DEAR MR. HAVERLAND: With reference to the Kefauver committee hearings scheduled to be held in Phoenix, April 28 and 29, 1955, the following material is enclosed for consideration and possible inclusion as exhibits in the future printed record of the hearings.

(1) A full and concise report, dated April 26, 1955, on the welfare program on the Colorado River Reservation and its relationship to the delinquency problems. This report was prepared by our social worker, Miss Van Every, and approved by the superintendent the same date.

(2) A tabulation of offenses and disposition thereof handled in the Indian tribal court for the period January 1, 1954, to December 31, 1954. This material was prepared by Mrs. Agnes Savilla, tribal secretary.

(3) Tabulation of arrests in or near the city of Parker, Ariz., involving Indian subjects, covering the period January 1, 1954, through April 15, 1955, listing offenses and disposition. This tabulation was prepared by Charles Allen, criminal investigator attached to the Colorado River Agency.

(4) For Indian children attending the Indian Service School on the Colorado River Reservation the priority reasons for children being absent are as follows (the school year is based on 172 school days):

(*a*) Children attending funerals.
(*b*) Sickness.
(*c*) Parental irresponsibility.

This material was prepared by Mr. Witzleben, school principal.

(5) Twenty-three miles from the Agency at Poston (camp 2) but within the reservation, a public school is operated by the Parker Grammar School District No. 27. This school is operated largely to accommodate the schoolchildren of the Navaho-Hopi colonists. The present enrollment is 151 children from grades 1 through 7. Absence from school classes is negligible on the part of these particular Indian children, probably due to the intense desire of their parents that their children take advantage of the available school facilities, which were not available to their parents on their home reservation. Attendance is over 90 percent regular throughout the school year of 166 days. Absence is largely accountable to sickness and some baby-sitting by the oldest child while the parents may be working on the farm or in town shopping. Juvenile delinquency among this group is rare indeed.

(6) A statistical report by our public health field nurse, Mrs. Raine, for the period January 1, 1954, through December 31, 1954; also a statement prepared by Mrs. Raine showing field health activities in addition to the statistical report.

(7) Statement showing volume of services rendered at our Agency hospital 1953–1954. For 1953 we show a total of 528 inpatients, 2,612 outpatients. For 1954 we show a total of 325 inpatients, 3,348 outpatients. Of the above totals the following is a list of diseases and their incidence which might indirectly pertain to juvenile delinquency:

Physical defects and crippled children	12
Venereal disease:	
Syphilis	62
Gonorrhea	37
Acute alcoholism and delirium tremens (cases treated in hospital only)	3
Diabetes mellitus	47
Pulmonary tuberculosis (active)	5

Word was received last week that the investigator for the Kefauver committee desired information and data covering the last 2 preceding years. This word was received too late for us to change fully our program which was set up on the basis of 1 year, i. e., the calendar year 1954. However, since very little material difference exists, the material submitted herewith can reasonably be said to cover the past 3 or 4 years, respectively.

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In closing, I would like to remark that the lifting of restrictions against Indians obtaining and transporting intoxicating beverages has not, in my judgment, in itself contributed noticeably to increasing juvenile delinquency among Indian children; on the other hand, it has focused very sharply the irresponsibility of parents and their own delinquencies toward themselves and their children. In other words, if our adult delinquency problem could be curbed, the children would be responsive.

Sincerely yours,

J. M. STEWART, *Superintendent.*

REPORT ON WELFARE PROGRAM, COLORADO RIVER RESERVATION, IN RESPECT TO ITS IMPORTANCE IN SOLVING THE DELINQUENCY PROBLEM

Provisions for assisting in strengthening family life on the reservation are made available by the Bureau of Indian Affairs. The protection and opportunities for normal development for Indian children living under circumstances detrimental to their physical and social well-being is a clearly defined objective of the Indian Bureau. The Bureau provides financial assistance to needy Indian families and persons living on the reservation. The Bureau purposes to encourage and stimulate the tribes and the communities in the area of the reservation to organize and develop a more effective form of organization for dealing with their own problems in the geographic area.

These four objectives, namely: (1) social services for families and adults, (2) social services to children, (3) financial aid to needy Indian families and persons, and (4) community organization for social welfare, are the responsibility of the welfare staff of the Indian Agency.

Social services for families and adults were given to an average of 38 families a month in fiscal year 1954 and to an average of 44 families a month in fiscal year 1955. Their requests for services in fiscal year 1954 may be characterized through the following categories:

Health	72	Employment	6
Care of children	78	Education	36
Marital relations	72	Community relations	18
Housing and sanitation	24	Financial questions	144

For fiscal year 1955 to date (9 months) requests for services are as follows:

Health	75	Employment	40
Care of children	120	Marital relations	95
Community relations	25	Financial questions	105

Financial aid to needy Indian families through general assistance was paid in the amount of $22,118 to 54 households in fiscal year 1954 on the Colorado River Reservation. This is an average grant of $64.36 for 19 families. In fiscal year 1955 to April 1, 1955, the total combined financial aid to Indians at Colorado River and Truxton Canyon is $22,162.75. This was paid to 81 households, averaging $57.54 per household per month. Of the number of households assisted each month during the first 9 months of fiscal year 1955, 25 are households where there are children who are without adequate support. These are families who do not qualify for aid to dependent children in Arizona, under the social-security program. We have figures only from Yuma County on Indian families in the Colorado Reservation who are receiving aid to dependent children. In 1954 there were 9 families with 31 children and in 1955 there were 11 with 37 children receiving aid to dependent children.

Social services to children were provided in a number of ways, aside from the financial aid stated above. Guidance and counsel on questions of health, education, home, and employment have been provided to 101 children this fiscal year, to date, in 395 instances. Delinquency problems have totaled one-fourth of the problems handled and the care of neglected and abandoned children have comprised another fourth of the needs of these children. In fiscal year 1954 41 children were enrolled in Indian boarding schools due to poor home conditions. In fiscal year 1955, we have 24 enrolled in Indian boarding schools due to poor home conditions. Thirteen children were in foster homes, paid for by funds from the Bureau in fiscal year 1954, and two were in institutions for delinquents. In fiscal year 1955 we have had 16 children in foster homes and 2 in institutions for delinquents. One child was in a special school in fiscal year 1954 and three children are in special schools in fiscal year 1955.

In endeavoring to assist the Indians to improve themselves we have recognized the necessity of the Indians first understanding their own needs and to that

purpose, organization in and between the community has been fostered. The Colorado River Tribal Council appointed a welfare committee that meets monthly. It has carried out the guardianship census completely. Also, it has helped in finding suitable foster homes and has supported the law-enforcement officer in his problems with juveniles. The county probation officer from Yuma holds regular conferences with members of the welfare committee. In Peach Springs, a Hualapai Women's Club has been organized for the purpose of improving the community and for understanding welfare problems. All the juvenile hearings before the tribal judge are heard with the social worker present and the recommendations of the social worker are requested by the judge for his consideration in his decisions. Most marital cases are held with the social worker present. In 2 counties, the probation officers of the 2 superior courts are working actively and continuously with the social worker on all Indian juvenile cases. The probation officer of Yuma County makes regular visits to the Colorado River Reservation where he confers with every individual concerned with the case when the social worker and the tribal welfare chairman have designated whom should be seen. Employment agencies in the counties, public-school authorities, and most of the three county welfare departments relate themselves as closely as their personnel permits, to the problems of Indian youth on the reservation in the Colorado River jurisdiction.

It is in this interrelatedness as seen from the above-described activities, that the solution to the delinquency problem may be discerned. In the first place, crime is not the major problem in any sense of the word. Rather, the major problem lies in the lack of concern for a healthy and satisfying standard of living on the part of a considerable number of Indians living on the reservation. The result is a disproportionate number of irresponsible adults and a growing rate of youthful promiscuity.

We have had genuine success in checking deteriorating family situations in the past 2 years but as everyone knows in the field of guidance, the progress that can be made depends almost entirely on the frequency of the face-to-face contacts between the family and the worker. Considering the travel that is involved in this jurisdiction, 45 cases with children or families is a high number for constructive gains.

Irresponsibility on the part of parents can be partially attributed to the breakdown in marriage requirements today. In establishing a home on the reservation, neither the old tribal marriage requirements nor the civil marriage license is required of an Indian couple. Today there are women not yet 35 years of age, who are faced with the responsibility of 5 or more children with 3 different fathers, none of them contributing to their support. This illegal but quite prevalent cohabitation creates an illegitimacy problem which is damaging, having in itself a lack of social responsibility that in turn causes youthful promiscuity to a marked degree. The main cause for the high number of families with children needing financial assistance from the Indian Bureau is because the paternity of the children cannot be established. The active effort of the tribal court is necessary to deal effectively with this condition. Tribal court action involves specific coordination with the county superior courts and district attorneys. The tribal court rarely prosecutes these cases effectively and the superior courts claim no jurisdiction. Likewise, few attempts are made to prosecute a deserting father and there is no penalty that can be evoked to make him live up to his responsibilities.

A serious attempt is under way now on the Colorado River Reservation to determine the active guardianship for every child up to the age of 18. Paternity is difficult to determine but the adult who stands as guardian for the child is possible to ascertain. There are 762 children on the Colorado River Reservation; 476 children on the Truxton Canon Subagency, including Supai, Camp Verde, Prescott, and Clarkdale; 76 children at Fort Mohave and 387 at Fort Yuma. Guardianship status has been determined for about two-thirds of this total of 1,701 Indian children on the Colorado River jurisdiction. An estimated 10 percent will require court action to make the authority of guardian legal. This effort will meet with frustration and confusion because the courts are not adequately prepared now to deal with guardianship proceedings for Indian children on a reservation. In fact, some Indian children live in areas where there are no courts and many living on reservations where the civil courts could take action, are too poor to pay the costs involved. Every day furnishes fresh evidence of how important legal guardianship is to a minor. Young adults cannot enlist in the Armed Forces without the consent of the legal guardian; social-security benefits from the OASI cannot be paid to a minor without a legal guardian; aid to dependent children is not forthcoming for an eligible child unless a legal guardian has been

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established; civil-service retirement or death benefits cannot be paid to a minor unless the minor has a legal guardian.

The right of each child to have a guardian should be firmly established and substantiated in the United States today, but the time and efforts to fulfill this desirable goal is great. Legal counsel at all levels of government and increased social services will be necessary to establish this fundamental right for each Indian child. Broken homes with children neglected at an early age will have some chance at reestablishing themselves if there is an underlying recognition of status and protection for the children rather than the present failure of parental responsibility and youthful bewilderment.

Homes that are broken and homes that are unsuitable are two contributing factors to deteriorating social conditions and to delinquency among young adults on the reservation. The inroads of heavy drinking, the poor use of income, and chronic health needs are home conditions that the social worker must deal with in a direct way with the parents in any broken home situation, if the family is to be maintained. As mentioned earlier, only about one-third of the number that is now known to be in need can be effectively helped by the social worker. For example, in one Indian community alone, 22 children from broken homes belonging to 5 sets of parents are being cared for by the Indian Bureau. There is a severe scarcity of suitable foster homes and in none of the counties where the Colorado River Indian Agency operates is there a juvenile hall where the Indian agency may pay for care for needy Indian children. Our law and order personnel have mentioned our need for correctional and training facilities for youth that are intermediary between the homes on the reservation and Fort Grant for boys and occasionally the convent for girls. We have one small institution under church auspices that may be used for boys from this reservation. Otherwise, there is not a county forestry camp, a girls training school, nor even a child guidance council or mental testing bureau to be had for parents or children.

In seeking for solutions to our problems of delinquency, we will need to find and foster the motives and controls that the Indian families believe in themselves. I believe that in the main, there are constructive and sound controls right today. All the integration both of money and services on every possible governmental level—tribal, town, county, State, and bureau—will have to be mustered to implement the Indians own motives and desires toward acceptable social adjustment. From the standpoint of welfare, such an integrated program to be effective, will require either two additional workers at the Colorado River Agency or child welfare services available to Indians on a half-time basis in each of the counties of Yuma, Mohave, and Coconino. Funds to the Colorado River Agency for financial assistance and special services, which includes foster home care and treatment of delinquent children would need to be increased by $9,000 for Fiscal year 1956.

April 26, 1955.

MILDRED E. VAN ECRY,
Social Worker, Colorado River Indian Agency.

Approved April 27, 1955.
J. M. STEWART, *Superintendent.*

Arrests of Indian subjects in or near the town of Parker, Ariz., by county or city officers (period covered, approximately Jan. 1, 1954, through Apr. 15, 1955)

Total arrests	353
By single offenders	79
Repeaters	274
Total offenders	155
Arrested 1 time only	79
Repeaters (average 3.6 per individual)	76
Arrests for liquor violations or with liquor involved	329

Juvenile officer, Yuma County, entered on duty May 1954.

Indian cases recorded by him

1954:	
Committed to institution:	
Boys	3
Girls	1
Placed on probation:	
Boys	10
Girls	3
1955:	
Committed to institution	None
Placed on probation:	
Boys	3
Girls	4

Statistical report of public health nurse, Jan. 1 through Dec. 31, 1954

Morbidity	Field visits	Office visits	Nursing conference visits
Noncommunicable [1]	274	324	301
Crippled children	36	6	1
Communicable:			
Tuberculosis, active, arrested, and contacts	31	12	15
Venereal disease	37	35	18
Other: Mumps, whooping cough [2]	41	49	53
Skin conditions (impetigo, scabies, pediculosis)	19	31	71
Antepartum (prenatal)	38	20	18
Postpartum	49	5	7
Health supervision:			
Infants	89	53	116
Preschool	208	224	446
School age	47	96	124
Adult	32	55	53
Total	812	863	1,264

[1] Includes diabetes, adult orthopedic conditions, and other acutely or chronically ill, with diseases not reportable to State board of health.

[2] Includes measles, mumps, whooping cough, diarrhea, and other communicable diseases reportable to the State board of health.

Health activities not listed under statistical visits

Diphtheria-pertussis-tetanus immunization given (3 doses)	224
Diphtheria-pertussis-tetanus booster dose given (1 dose)	120
Typhoid immunization (3 doses)	394
Smallpox vaccinations—successful	151
Smallpox revaccination (4 to 5 years after initial vaccination) done—successful or immune reactions	57
Patients referred to hospital for chest X-rays. (Do not have an accurate count.)	
Snellen vision tests (screening for ophthalmologist)—school age	286
Children found with defective vision—referred to ophthalmologist	55
February 1954—Team from Indian Field Service—did blood serology and blood types on Valley School	38
March 1954—Arizona State mobile X-ray unit made miniature films on Valley School children and Poston School over 12 years	70
April 1954—Team from United States Public Health Service did blood serology—cross section:	
Above 10 years of age	798
Number with positive blood serology	63
Home visits made with team for drawing blood	74
Team was in our area Apr. 21, 22, 26, 27, and 28. Most of work was done in clinics and hospital out-patient department.	
Visits to Valley School during 1954; visits to Poston School—January, February, March, April, May, 1954	37

The above work is the consolidated report of school nursing confinement and field.

In addition to the above a dental team was in the area early in 1954, painted all the children's (school age) teeth with sodium fluoride to prevent decay. Total number receiving this service, 360.

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Eye clinic, 3 days (Mar. 8, 9, and 10, 1954): School children, 69; adults, 54; total examined, 123.

CRITERIA FOR THE STATE OF ARIZONA JOHNSON-O'MALLEY CONTRACT FUNDS

I. The Bureau of Indian Affairs will pay the full cost for children of one-fourth or more degree Indian blood living with parents on tax-exempt land not in a school district.

II. The Bureau will pay full per capita costs of the school attended for those children who will be boarded by the Bureau in towns for the purpose of attending public schools.

III. The Bureau will pay the share of the per capita cost of education of children of one-fourth or more degree Indian blood residing on tax-exempt Indian land within organized public school districts which would ordinarily be paid for by local and county taxes.

IV. The Bureau will pay for special services provided for Indian pupils such as opportunity rooms, school lunches for needy pupils, and similar expenses required to assure the education of the Indian children.

V. The Bureau will pay the full cost of education for the Indian children who are enrolled in public schools for the first time and for whom the district cannot claim entitlement to State aid.

Basic principles

1. The State contributes fully to the education of the Indian children attending public schools on the same basis as for the rest of its resident children.
2. The local district tax levy is sufficient or the amount raised by this levy per pupil is sufficient to earn entitlement to State aid.
3. Within a school district the social and economic status of the Indian child is such as to require special or additional services to assure adjustment to a new environment and regular and satisfactory attendance in school.
4. Indian students living outside the district boundaries of the public school attended will be paid for according to the school laws of Arizona pertaining to this type of situation as it governs other pupils.
5. Only Indians of Arizona tribes of one-fourth degree Indian blood, or more, will be considered eligible for aid under Johnson-O'Malley funds.

APPENDIX 24

HUALAPAI RESERVATION—UNDER JURISDICTION OF COLORADO RIVER AGENCY, PARKER, ARIZ.

JUVENILE DELINQUENCY

Juvenile delinquency is not a serious problem on the Hualapai Reservation. During the past 2 years 2 cases have been taken into the State court from the Hualapai Reservation. One of these involved a 15-year-old girl who was placed on probation and later for a repetition of drunk and disorderly charges placed in the Home of the Good Shepherd in Phoenix. The other case involved a 14-year-old boy who was taken into court on a charge of driving without a license and later was brought in on a drunk and disorderly charge.

In the past we have experienced considerable difficulty, owing to the fact that we do not have any State institution in Arizona for the purpose of caring for delinquent girls. The Home of the Good Shepherd takes care of delinquent girls but has no facilities for handling cases that become very difficult. In the past we have had delinquent girls who were too tough for the Home of the Good Shepherd and therefore it was impossible to keep the juvenile detained and prevent her from becoming a menace to society.

On the following page is shown a breakdown of the Hualapai tribal court cases for the period April 1, 1953, through April 15, 1955.

Tribal law and order

UNDER 18 YEARS OF AGE

Complaint	Number of cases	Disposition
Injury to public property	2	Placed on probation.
Disorderly conduct	1	Fined.
Assault	1	Do.
Assault and battery	1	Suspended.
Total	5	

OVER 18 YEARS OF AGE

Injury to public property	4	Fined.
Disorderly conduct	49	43 fined, 6 suspended.
Reckless driving	4	Fined.
Assault	3	Do.
Assault and battery	5	3 fined, 1 suspended, 1 fined and jailed.
Illicit cohabitation	1	Fined.
Liquor violation	1	Suspended.
Failure to procure operator's license	1	Ordered to obtain operator's license.
Total	68	

HEALTH

The health program on the Hualapai Reservation is financed by the Indian Bureau for indigent Indians but no health personnel is provided, the service being provided by doctors in Kingman or Seligman on a fee basis. Hospitalization for a short time is provided by the Bureau in the Mohave General Hospital in Kingman. Patients who will require long hospitalization are transferred to Bureau hospitals in Parker or Phoenix. The Indian Service provides an ambulance to transfer the indigent patients from Peach Springs, where 95 percent of the Hualapais on the reservation reside, to Kingman for clinical treatment or to the hospitals in Kingman, Parker, or Phoenix.

EDUCATION

The Indian Service operates a two-teacher school on the Hualapai Reservation. The building in which this school is conducted is in good condition but the space available is insufficient for its needs. The present enrollment is 36 in beginners through the third grade and 31 fourth through sixth, seventh, and eighth grades. All high-school students are transported to Seligman, a distance of 39 miles by bus, where they attend the Seligman schools.

The school-age population on the Hualapai Reservation is 168. Of this number 67 are enrolled in Federal day school, 14 in Federal boarding schools, 71 in public schools, 4 in mission schools, and 12 not in any school.

Absenteeism is not a serious problem.

Delinquency is not a serious problem on the Hualapai Reservation. Six juveniles have been taken into custody during the past 2 years; of these, 3 were in the company of adults at the time of their arrest.

MARKS & MARKS,
Phoenix, Ariz., May 3, 1955.

Hon. WILLIAM LANGER,
Senator From North Dakota,
Senate Office Building, Washington, D. C.

DEAR SENATOR LANGER: First, I would like to tell you how much I enjoyed meeting you and how much we all appreciated the courtesy that you showed in the conduct of your hearings in Phoenix on April 28 and 29. It was indeed an honor and pleasure to be able to appear before you.

Perhaps you will recall in the testimony that I gave before your committee I mentioned a case of a Hualapai Indian girl who had been committed by a juvenile court from Mohave County to the Convent of the Good Shepherd. In my statement, which was really repeating a written report sent in by Austin Ladd, assistant superintendent in charge of the Truxton Canyon Agency, Valentine, Ariz., I stated that this young girl had been turned loose and that this was done under our State law which has no provision in it for a sanction of the release by

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the juvenile court. Evidently there was some misunderstanding and some of the people present were under the impression that I had stated that the Convent of the Good Shepherd had just let the girl loose without any authority.

I know I didn't say it this way, but I want to clear the record so there will be no misunderstanding. The Convent of the Good Shepherd acted under an order from the board of State institutions which is the body given authority to release juveniles, and I know that the Convent of the Good Shepherd has been doing an outstanding job with juvenile girls in an endeavor to rehabilitate the minors.

The point I was trying to bring out is the weakness in our law that a juvenile delinquent girl can be released without any authority from the juvenile court and, certainly, the Convent of the Good Shepherd is not to be blamed for the release of this girl, or any other girl, when an order has been issued for their release.

You were certainly most patient in your conduct of the hearing and I know that our Indian citizens appreciated the time and trouble you took to come out here and listen to their various problems. I do hope that you will be able to assist in rectifying some of these perplexing problems which confront us daily.

Again, I want to say it was a pleasure to meet you and I appreciate your many courtesies. I also want you to know that you have a very fine assistant in Mr. Chumbris, for he was most courteous in his arranging for the appearances before your committee. I also appreciated the opportunity of presenting our youth employment service program to you.

Kindest regards.

Sincerely yours,

ROYAL D. MARKS.

APPENDIX 25

REPORT ON THE SAN CARLOS RESERVATION

The San Carlos Indian Reservation extends into three counties, Gila, Graham and Pinal, in the east central part of Arizona. It has an area of 1,640,000 acres.

The reservation was originally created by Executive order issued December 14, 1872, by President Grant. It was reduced in area by Executive order of July 21, 1874, which restored to public domain all lands lying east of longitude 109°30'. The reservation was further reduced by Executive order of April 27, 1876, which restored to public domain the western portion of the original reservation. Other reductions, including the cession of the mineral strip in 1895 to the Federal Government, reduced the reservation to less than half of its original size.

A civilian agency was established in 1897 at Old San Carlos at the confluence of the Gila and San Carlos Rivers. This had been a military post up to that time. In 1929, upon the completion of the Coolidge Dam, the agency was moved to Rice Station, which was then changed to San Carlos. This was done because the agency site at Old San Carlos was included in the reservoir site for the Coolidge Dam.

Except for the valley lands along the Gila and San Carlos Rivers, the reservation is mountainous and rugged. In the higher elevations there are some comparatively level areas such as Ash Flat and the Point of Pines Districts. Most of the reservation is covered with scrub growths and grasses. Above the 6,000-foot elevations, a large percentage of the land is sparsely covered with alligator, juniper and ponderosa pine. Because of the scant tree average, most of these districts also maintain considerable forage growth.

This reservation is the homeland of the San Carlos Apache Tribe numbering approximately 4,000 men, women, and children. About 3,600 of them live on the reservation in 2 scattered communities, San Carlos and Bylas, which are 50 miles apart.

The tribe is organized as a tribal corporation under the Indian Reorganization Act of June 18, 1934, with a written constitution and bylaws approved January 17, 1936, and a corporate charter ratified on October 16, 1940. A revised constitution and bylaws was adopted by the tribe on February 24, 1954, and a revised corporate charter ratified on March 7, 1955.

The governing body is a tribal council consisting of 11 members elected by the tribe. The tribal officers are a chairman, vice chairman, and a secretary.

The principal industry of the tribe is cattle which number about 23,000 head. The tribal corporation owns and operates 2 herds—1 is a registered herd numbering about 1,000 head and the other is known as I. D. T. herd consisting of about 2,000 head. The rest of the cattle numbering approximately 20,000

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head are owned by about 760 individual families and are run in 11 districts by 11 livestock associations, which are organized and operated as voluntary organizations on mutual-assistance basis.

The tribal corporation also owns and operates 2 tribal stores, 1 at San Carlos and the other at Bylas. It also maintains and operates a garage and a filling station. Three other stores—trading posts—are owned and operated by nonmenbers of the tribe. The two tribal stores control and handle most of the trading business on the reservation. The tribe has recently embarked upon a farming enterprise by planting some grain and alfalfa on 200 acres of tribal farmlands at Bylas. The crops, when harvested, will be used to feed cattle during the spring cattle sales next month.

In order to operate and manage its business enterprises more efficiently, the tribe set up a general management last year with a general manager in charge. In this way various tribal enterprises, tribal budget, expenditures, bookkeeping, accounting, credit control, and operations are placed under one centralized management.

Last year the tribe called upon the Stanford Research Institute of Palo Alto, Calif., to do an economic survey and study of the reservation. After working continuously for 8 months on the reservation, the research group has submitted a very fascinating and valuable report on the potentials of economic development of the reservation resources. The tribe and the Indian Service must now make use of this study and put into operation the recommendations of the report as soon as practicable. Some will require long-range planning and congressional appropriations of necessary funds. Others require only tribal funds and tribal operations.

The tribe, with the advice and help of the Stanford Research Institute, also organized an economic advisory council consisting of 5 prominent businessmen of the State, 1 tribal attorney and the area director of the Phoenix Area Office of the Indian Service. This group advises and assists the tribe in developing and carrying out economic and management programs based upon the studies made by the Stanford research group.

The tribe is also responsible for the operation and maintainence of two other programs on the reservation, namely, welfare and law enforcement. The welfare program consists of processing and taking care of welfare cases of needy members of the tribe who are unable to provide for themselves and are not qualified for assistance from the public-assistance program of the State of Arizona. For the calendar year of 1954 the tribe granted, from its tribal welfare funds, $21,104.08 to 366 tribal members who needed general assistance or relief. During the same period the State of Arizona contributed to members of the tribe who qualified for State public-assistance program as follows:

In Gila County: Old-age assistance, 613 clients received $31,477; assistance to blind, 147 clients received $8,454; assistance to dependent children, 683 clients including 286 families, $21,792.

In Graham County: Old-age assistance, 312 clients received $18,136; assistance to blind, 26 clients received $1,820; assistance to dependent children, 360 clients received $31,776. In other words the State granted a total of $113,455 in public assistance to San Carlos Apache Indian clients in the two counties.

In the law-enforcement program the tribe operates under a law and order code of 1941 which defines 50 different minor offenses. The law-enforcement personnel consists of 2 tribal judges, chief of police, and 8 policemen. The judges and police force are employed by the tribe and their salaries are paid from tribal funds. The tribal expenditure for salaries and other expenses of law-enforcement programs amounted to $28,502.96 for 1954.

The 1954 records of the tribal court show the following cases of convictions involving adults only:

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	Cases
Disorderly conduct, drunk	350
Slander	59
Assault and battery (drunken brawls)	148
Assault	15
Liquor violation	51
Abduction	40
Adultery	9
Failure to support	11
Illicit cohabitation	40
Theft (petty)	8
Bastardy	2
Total	743

During the same period cases of convictions involving juveniles 14 years of age to 18 years of age were as follows:

	Cases
Disorderly conduct, drunk	59
Slander	1
Illicit cohabitation	3
Assault and battery	2
Liquor violation	1
Drunk driving	1
Disorderly conduct	3
Escape	3
Abduction	2
Theft	1
Total	76

In 1954 cases handled in Federal courts numbered 13 of which 10 were assault with deadly weapon, 1 murder, 1 attempt to derail railroad, and 1 manslaughter.

At least 95 percent of all crimes and misdemeanors committed on the reservation is traceable to drinking and drunkenness. The biggest problem on the reservation is the excessive use of intoxicants. Because of this a number of able-bodied men are unable to find and hold employment. Children are neglected. Schoolchildren are discouraged from going to school. Families are broken up. Unless controlled in some way it will mean destruction of the tribe and their holdings.

The Indian judges and police are doing as good a job as can be expected under the circumstances. Neither the judges not the police are trained. Their education does not extend beyond the grade schools. Their commonsense and their deep understanding of their people more than make up for their lack of training.

EDUCATION

The Indian Service maintains and operates 2 day schools, 1 in San Carlos with 379 children in attendance and the other in Bylas with 110 children. Two mission schools operated by the Lutheran Church, one in Bylas and the other at Peridot, which is a part of the San Carlos community, accommodate 225 children between them. The public schools in Globe and Fort Thomas, the two nearest towns to the reservation, have 119 children most of whom are in high school. Rice Public School at San Carlos has 11 Indian children. School buses transport these children every schoolday to their respective schools. A tribal ordinance and a State law, both providing for compulsory school attendance, and their effective enforcement, are responsible for almost 100 percent attendance in the Indian and public schools. Only eight children of school age are out of school because of home circumstances which will not permit to attend school this year. Nonreservation Government and mission schools are taking care of 229 children. The total number attending all these schools is 1,073. Exhibit A shows the number of children in the various schools.

HEALTH

The Indian Service maintains a hospital at San Carlos with 20 beds and it is always full with Indian patients. Its actual capacity is 45 beds but because of limited appropriations it is rated 20-bed capacity. Since the reservation is far removed from modern medical centers such as Phoenix and Tucson, and since doctors are reluctant to practice in isolated places, the hospital is not equipped to handle surgery. Patients requiring surgery are transferred to the Indian hospital in Phoenix. All other patients are hospitalized in the local hospital. Clinics are held four times a week at San Carlos and once a week in Bylas.

The one doctor for the reservation not only takes care of the Indian patients in the hospital and in the clinics, but also supervises and manages the hospital and has charge of the whole health program for the reservation. At Bylas a public-health nurse handles health education program under the direction and supervision of the doctor. The staffing of the hospital is shown on the attached exhibit B which also includes the amount of funds allotted for the health program on the reservation. General figures on the number of inpatients and outpatients are shown on the attached exhibit C.

Reverting to the cattle industry, it should be noted that in 1954 600 families sold 5,483 for $535,316.58. This is an average of $890.70 income from cattle per family, and is quite a contrast to $3,100 which was the average family income from cattle in 1951 when cattle prices were at the highest level. The attached exhibit D shows income from cattle in 1954.

The tribe and the Government have an excellent relationship with the neighboring towns of Safford, Globe, and Miami. The same thing is true with the public officials of the State and the counties which surround the reservation. Wherever possible the tribe is making use of outside agencies and organizations for better understanding and cooperation.

The Indian people have entered a critical period of transition and adjustment to the dominant culture of the white man. This is a difficult process, painful and demoralizing at times. It means that for about 2 more generations to come, the majority of them will try to learn and live according to the demands of 2 cultures which for the most part will be in contrast with one another. It is hard enough to learn and absorb one culture. For the Indians to succeed without too much destructive experience, they will need all the sympathetic understanding, cooperation, and assistance from the American people in the State of Arizona. Right now excessive use of intoxicating liquors is just an acute symptom of maladjustment between two cultures. This cannot be permitted to continue too long. The American people must become real active friends of the Indian people.

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School attendance, San Carlos Reservation students

	Beginners	1st	2d	3d	4th	5th	6th	7th	8th	9th	10th	11th	12th	Total
DAY SCHOOLS														
San Carlos Day	55	65	64	40	44	33	29	29	20					379
Bylas Day	16	24	13	14	14	19	10							110
Peridot Mission	20	16	17	15	12	17	9	3	4	4				117
Bylas Mission	15	16	19	7	10	7	7	13	14					108
Globe Public	1	3	4	1	1			11	9	13	11	6	5	65
Fort Thomas Public		1	4	2	2	2	0	12	6	16	6	2	1	54
Rice Public		3	1	4	1	1	1							11
Day school total														844
BOARDING SCHOOLS														
Theodore Roosevelt														47
Phoenix														61
East Fork Mission														68
St. Johns Mission														34
Tucson Training														11
Ganado														1
St. Michaels														5
St. Catherine														2
Boarding school total														229
Grand total, boarding and day schools														1,073

ENROLLMENT SAN CARLOS, 1955–56 SCHOOL YEAR

San Carlos will discontinue teaching grades seventh and eighth as of September 1955. There are now (1954–55 school year) 78 students enrolled in the sixth, seventh, and eighth grades who will not attend San Carlos day school during the 1955–56 school year. However, the enrollment at San Carlos day school will not decrease in 1955–56 due to the anticipated enrollment of 70 to 80 beginners.

SCHOLARSHIPS AVAILABLE FOR INDIANS

No. 1. Congregational Mission Churches scholarship.
No. 2. International Relations Club Indian scholarships.
No. 3. Miami Chamber of Commerce scholarship.
No. 4. Foundation for the Higher Education of American Indians.
No. 5. Pow-Wow scholarships.

EDUCATION

Financial and personnel program, fiscal year 1955 (school year 1954–55)

Funds allocated for educational program		$178,965.00
Salaries		88,410.00
Other		90,555.00
Number of regular employees (numbered positions):		
Principles (administrators)		2
Teachers (full-time, elementary)	18	
Teachers (substitute, elementary)	2	
		20
Clerical		1
Cooks		2
Chauffeurs (bus drivers)		4
Janitors		3
All other (laborers, maintenancemen, etc.)		7
Total		39

HEALTH

Financial and personnel program, fiscal year 1955

Funds allocated for educational program	$106,916
Salaries	83,335
Other	23,581
Number of regular employees (numbered positions):	
Doctors	2
Field nurses	1
Director of nurses	1
Staff nurses	5
Trained practical nurses	3
Hospital attendants	4
Cooks	2
Clerical	1
X-ray technician	1
All other (chauffeurs', laborers, maintenancemen, etc.)	6
Total [1]	26

[1] Operating a budgeted 20-bed hospital for which during the period July 1, 1954, through March 31, 1955, the daily average patient load has been 21.2.

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San Carlos Indian Hospital outpatient clinic treatments (period, July 1 through Mar. 31)

Types of treatments	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Total
Pneumonia	4	2	1	2	8	5	22	8	11	63
Venereal disease	6	2	9	2	6			3	7	35
Respiratory tuberculosis		2	1				8	4		15
All other tuberculosis			1						1	2
Chicken pox					10	20				30
Measles									6	6
Mumps								22	7	29
All other cases	809	874	986	886	758	941	1,206	895	1,079	8,434
Total	819	880	998	890	782	966	1,236	932	1,111	8,614

Income derived from cattle sales, calendar year 1954

	Total number cattle sold	Value all cattle sold	Number of families who sold cattle	Average income per family
Sold by individual families	5,483	$535,316.58	601	$890.70
Individual association and tribal cattle sold	6,004	490,733.51		
Total	11,487	1,026,050.09	601	890.70

APPENDIX 26

DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
FIELD SERVICE,
FORT APACHE AGENCY,
Whiteriver, Ariz., April 26, 1955.

Hon. ESTES KEFAUVER,
Chairman, Senate Subcommittee to Investigate Juvenile Delinquency.

DEAR SIR: The information contained herein and in the attached is submitted in response to your letter of March 23 addressed to area directors and superintendents.

This agency has jurisdiction over the Fort Apache Indian Reservation, located in Navajo, Apache, and Gila Counties and containing approximately 1,600,000 acres. The Indian population is approximately 3,800. The principal reservation industries are cattle raising and timber harvesting.

LAW AND ORDER

The White Mountain Apache Tribe is organized under the act of June 18, 1934, as amended. Under its constitution approved August 26, 1938, the tribe has adopted its own Code of Offenses and bears the entire cost of its enforcement. The court consists of 1 chief judge and 2 associate judges, all of whom serve 3-year terms under appointment by the tribal council. The tribe employs 1 special officer, and from 10 to 15 policemen, a court clerk, and a jailer and operates 5 automobiles. The expenditure of tribal funds for the above approximate $60,000 per year.

WELFARE

No welfare personnel is stationed at the agency. Relief is handled by a committee of the tribal council working in conjunction with the county worker. Eligible members of the tribe participate in the categories of social security, old-age assistance, aid to the blind and aid to dependent children under the Federal-State program. General relief is met from tribal funds. No gratuity Indian Service funds are expended for welfare purposes.

RELOCATION AND EMPLOYMENT

The tribal council is now working closely with the State security and employment service who have recently employed a member of the tribe in the capacity of interviewer-interpretor. Permanent relocations have, up to now, been unsuccessful with this group.

Attached in memorandum form are reports on juvenile statistics and the educational program on this reservation prepared by the reservation principal. Also attached is a report from the medical officer covering the year ending June 30, 1954.

If this office can be of any further assistance to the committee, we shall be happy to do so upon advice from you.

Very respectfully yours,

JOHN O. CROW, *Superintendent.*

APRIL 26, 1955.

Office memorandum.
To: John O. Crow, superintendent.
From: Lonnie Hardin, reservation principal.
Subject: Juvenile delinquency on the Fort Apache Reservation for periods of July 1, 1953, to June 30, 1954, and July 1, 1954 to April 23, 1955.

"Juvenile," as used in this report, refers to individuals under the age of 18 years. This age limit was used because chapter IV, section 4, of the White Mountain Apache Law and Order Code provides as follows:

Juvenile delinquency.—Whenever an Indian under the age of 18 years is accused of committing one of the offenses enumerated in the code of the White Mountain Apache Tribe, the court may in its discretion hear and determine the case in private and in an informal manner, and, if the accused is found guilty, may in lieu of sentence, place such delinquent under the supervision of a responsible person selected by the court for a designated period, or may take such other action as may be advisable in the circumstances."

During the period from July 1, 1953, to June 30, 1954, there were 86 individuals before the tribal court involving juveniles who are members of the White Mountain Apache Tribe, and on whom judgments were rendered. Of the 86 individuals involved there were 40 males and 46 females, with an age range from 13 to 17, both inclusive. The distribution by age groups was as follows:

Age group:	*Number of individuals*
13	6
14	9
15	8
16	20
17	43
Total	86

The 86 individuals were charged with 140 violations as follows:

Name of offense	Section violated	Number of violations
Abduction	1	1
Assault (simple)	3	8
Assault and battery	4	23
Contributing to the delinquency of a minor	10	2
Disobeying lawful order of the court	14	1
Disorderly conduct	16	57
Escape	18	3
Fornication	23	13
Giving veneral disease to another	27	1
Injury to public or private property	29	8
Liquor violation	31	12
Misbranding	34	1
Minor operating a motor vehicle	35	1
Resisting lawful arrest	42	2
Theft	43	5
Slander	46	2
Total		140

The fact that on some complaints the individual was charged with violation of as many as 4 sections accounts for 140 violations but only 86 individuals involved. The 86 individuals made 100 appearances before the court, in which 100 judgments were rendered:

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Appeared 1 time	78
Appeared 2 times	5
Appeared 3 times	1
Appeared 4 times	1
Appeared 5 times	1

The following disposition was made of the 100 judgments rendered:

Suspended sentence	25
Paid fine	20
Paroled	23
Served sentence in jail	24
Served sentence on daily report	2
Released to parents	3
Released to school	3
Total	100

For the period from July 1, 1953, to June 30, 1954, there are no cases that I know of involving juveniles from this reservation in State court.

In Federal court there was 1 charge of rape in which the individual was placed on probation for 3 years, 1 charge of burglary placed on probation for 3 years, and 1 charge of assault with a deadly weapon, received 3 years, served part of sentence and was paroled.

For the period from July 1, 1954, to April 23, 1955, there were 58 juveniles from the White Mountain Apache Tribe who made 70 appearances before the tribal court in which judgments were rendered.

LONNIE HARDIN,
Reservation Principal.

FORT APACHE AGENCY

EDUCATION

School attendance

Chapter V, section 21 of the Law and Order Code of the White Mountain Apache Tribe of Arizona provides as follows:

"*Failure to send children to school.*—Any Indian who shall, without good cause, neglect or refuse to send his children or any children under his care to school shall be deemed guilty of an offense and upon conviction thereof, shall be sentenced to labor imprisonment for a period not to exceed 5 days, or a fine of not to exceed $5 for the first offense, or both such imprisonment and fine with cost, and the court may double the first sentence for such additional offense."

An educational approach is used in effecting school attendance. Either teachers, principals, bus drivers or other school employees visit all homes where there are attendance problems. The court is used as a last resort. It is seldom necessary to take court action. The schools also sponsor special programs and days to create interest in school, such as Beginner's Day, Open House, and programs for special days.

The White Mountain Apache court interprets "children" of the above section to mean any individual between the ages of 6 and 18.

The act of February 15, 1929 (45 Stat. 1185) was amended August 9, 1946 (60 Stat. 962, 25 U. S. C., sec. 231) permits the enforcement of penalties of State compulsory attendance laws against Indian parents of any tribe not having a duly constituted governing body whose children are attending either Federal or State schools. Where a constituted governing body exists, it must consent to the application of State laws to the members of the tribe residing on the reservation. The White Mountain Apache Tribal Council has not given this consent.

Percent of attendance as reported on annual school report, May 1954.

	Percent
Theodore Roosevelt School:	
Boarding students	99. 3
Day students	91. 5
Whiteriver Day School	91. 01
Cibecue Day School	98. 8
Cedar Creek Day School	97. 3

The first school on the Fort Apache Reservation was opened in 1892, at Fort Apache. A vacant soldier's barracks near the center of the garrison served as a school building. About 30 Indian children were enrolled during the first school term.

Criteria for admission

Children admitted to boarding schools must meet one or more of the following criteria:

A. The child is dependent, coming from a broken home in which:
   (1) One or both of the parents are dead.
   (2) One or both of the parents are in a hospital for an indefinite period of time.
   (3) The parents are divorced, or one has deserted, and there is no adequate home maintained.
   (4) One or more of the parents are in jail and the home is broken.
   (5) Uncontrollable alcholism, vice, or criminal tendencies exist in the home.

   Before a child coming within one or more of the above categories, shall be admitted to a Federal Indian boarding school, certification that no suitable boarding-home-care arrangement is available shall be made by the welfare worker.

B. The family home is in a remote area not served by either a public or Federal school.

C. The child is a high school student desiring specific vocational training which cannot be obtained in a local public high school.

D. Because of local or home conditions which cannot be controlled, the child has shown delinquent tendencies, has been before the juvenile court, or has been faced with confinement in a corrective institution; although there is evidence that a suitable institutional environment bring about an effective correction.

Curriculum

In the various elementary schools the Bureau course of study is followed, supplemented by the Arizona State course of study wherever practical. The Theodore Roosevelt High School is not accredited by the State, but offers the general academic courses required by the State of Arizona. In addition vocational subjects in home economics and agriculture are offered to all students in grades 7 through 12. Arts and crafts work is offered through school clubs.

School census of Indian children of the Fort Apache Agency for school year 1953–54

Total number of children (age 6–18)		1,135
Number in all schools (age 6–18):		
Public schools	189	
Federal schools:		
Nonreservation boarding	6	
Reservation boarding	142	
Day schools	449	
Sanatoria	9	
Total in Federal schools	606	
Mission schools:		
Day	185	
Boarding	45	
Total in mission schools	230	
Special schools	7	
Total number in school (age 6–18)		1,032
Number not in school:		
Married, physically unfit, without valid reason, reason unknown		77
Information not available		26
Total number in school under age of 6 and over 18		30

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Federal schools, Fort Apache Agency, for Indian children, school year 1953–54

	Kind of school	Grades taught	Number of days school in session	Number of pupils enrolled	Average daily attendance
Fort Apache Agency				727	613.3
Cedar Creek	Day	P. P. to 3	180	28	24.3
Cibecue	do	P. P. to 8	180	131	118.1
Theodore Roosevelt	Boarding	P. P. to 12	253	276	[1] 228.1
Do	Day	P. P. to 12	180	74	57.2
Whiteriver	do	P. P. to 6	180	218	185.6

[1] Other tribes, 136.

Enrollment by grades in Fort Apache Federal schools, school year 1953–54

	Number of pupils in grades—													
	P.P.	1	2	3	4	5	6	7	8	9	10	11	12	Total
Fort Apache Agency	63	109	55	78	89	61	69	75	47	33	24	18	6	727
Cedar Creek	4	8	10	6										28
Cibecue	9	22	14	17	20	12	17	12	8					131
Theodore Roosevelt	16	22	7	24	36	24	38	63	39	33	24	18	6	350
Whiteriver	34	57	24	31	33	25	14							218

LONNIE HARDIN,
Reservation Principal.

HEALTH

Hospital activities, fiscal year 1954

Number of beds available	55
Number of beds authorized by budget	25
Total admissions (excluding newborns)	562
Total hospital days	7,635
Average daily occupancy	20.94
Peak occupancy	36
Number of days above authorized capacity	84
Occupational ratio:	
Highest (during 7 months, March–September 1954)—percent	128.4
Lowest (during 7 months, March–September 1954)—do	49.2
Fiscal year—Average—do	83.87
Average length of stay in hospital, per patient—days	13.5
Total admissions, excluding newborns	562
Total discharged	544
Discharged against medical advice	51
Transferred to Phoenix Medical Center	77
Admissions by classification:	
(*a*) General	285
(*b*) Tuberculosis	9
(*c*) Trachoma	2
(*d*) Syphilis	0
(*e*) Other venereal diseases	6
(*f*) Obstetrical	103
(*g*) Newborn	79
(*h*) Stillborn	4
(*i*) Accidents	74
Obstetrical cases admitted for postpartum care	7
Obstetrical cases discharged before delivery	5
Deaths in the hospital	28
Adults	9
Under 5 years, but over 1 year	1
Under 1 year old	17
Tuberculosis deaths in hospital	1
Newborn under 1 day old	1
Stillbirths	4

Outpatient clinic data

	Therapeutic clinics	Number individuals	Number treatments	Average patients per clinic
Hospital	283	4,622	6,781	12.4
Field	77	551	788	10.2
School	188	1,521	3,342	17.7
Total	548	6,593	10,991	20.05
Average number patients per day, 29.8.				

	Preventive clinics	Number treatments	Average per clinic
School	7	218	31.1
Prenatal	12	44	3.6
Well baby	15	313	20.8
Immunization	21	648	30.8
Other	4	72	18.0
Total	59	1,295	

Field clinics and public health nurses' conferences

WHITERIVER DISTRICT (MRS. LILYAN FURNISS, P. H. N.)

Well baby and preschool (fourth Thursday of each month at hospital):	
Number of clinics held	12
Number attending, fiscal year	108
Number attending, first time	67
Number of examinations	265
Infants	75
Preschool	33
Maternal welfare, prenatal and postpartum (third Thursday of each month at hospital):	
Number of clinics held	12
Prenatals, individuals	26
Revisits	10
Postpartum	5
Total for fiscal year	41

School clinics and conferences

	East Fork Mission	Whiteriver Day	Theodore Roosevelt School	Whiteriver Public
Clinics	0	0	30	0
Conferences	23	103	31	0
Number attending	105	197	193	0
Number of treatments	281	2,085	1,030	0

Immunizations

	Smallpox vaccinations	Diphtheria-pertussis-tetanus	Diphtheria-pertussis-tetanus boosters
Infants	25	22	0
Preschool	9	8	1
School	35	78	129

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CIBECUE-CEDAR CREEK DISTRICT (MRS. MYRTLE BENTON, P. H. N.)

Cibecue General Clinic (Mondays and Thursdays, Cibecue Clinic Bldg):

Clinics held	31
Conferences held	82
Individuals treated	247
Number of treatments	480
Infants attending 1st time	18
Infants, revisits	38
Preschool attending 1st time	16
Preschool, revisits	23

Immunizations

	Diphtheria, pertussis, tetanus	Smallpox
Infants	31	16
Preschool	7	3
Cibecue Day and Mission Schools	20	29
Cibecue Day and Mission, booster	58	----

Cibecue schools

	Indian Day School	Mission School
Clinics	7	2
Conferences	111	7
Number of children	121	68
Number of treatments	781	92

Cedar Creek Clinic (held in building at rear of Cedar Creek School):

Conferences held	15
Individuals treated	30
Treatments	61

Well-baby and preschool clinic (at rear of school):

	Well baby and preschool clinic	Nurses conferences	Total
Number clinics held	5	12	17
Number attending, fiscal year	83	97	180
Infants:			
1st visits	28	20	48
Revisits	21	47	68
Preschool:			
1st visits	11	7	18
Revisits	23	23	46

Immunizations

	Infant and preschool	School	Total
Diphtheria-pertussis-tetanus	27	3	30
Diphtheria-pertussis-tetanus boosters	18	13	31
Smallpox	27	16	43

Cedar Creek School:

Nurses' conferences	15
Number children	30
Number treatments	71

The above figures are far below what would show if dependable transportation were available to the public health nurses all the time and the roads were passable all the time. Many clinics and conferences were canceled due to impassable roads

and to lack of transportation for the nurses. Since January 1954 most of the clinics and conferences were possible only by use of borrowed cars and by the transportation of nurses by the physician. This resulted in much lost time for the physician and the nurses in that each often had to await the other either before going into the field or in the field.

Dental activities

The dental officer was unable to go into the field until April 1954, due to lack of usable portable equipment. Children were transported to the dental clinic at Whiteriver. Two months were spent at Bylas and San Carlos inasmuch as the dental officer serves both the Fort Apache Agency and the San Carlos Agency.

It is planned to hold the school dental clinics at the schools as much as possible, except where the schools are within easy reach of the Whiteriver clinic at the hospital.

The following is a résumé of the total amount of dental work done in fiscal year 1954:

Month	Number clinics	Number patient visits	Number treatments
July 1953	(1)		
August 1953	20	101	203
September 1953	13	1,011	1,011
October 1953	18	184	493
November 1953	19	156	385
December 1953	20	149	355
January 1954	19	693	861
February 1954	15	149	339
March 1954	17	157	260
April 1954	15	218	464
May 1954	15	204	503
June 1954	17	93	118
Total	183	3,115	4,992

[1] On annual leave.

Tuberculosis

Tuberculosis is a serious problem here at most reservations. The figures which show known cases are not accurate and do not reflect the actual conditions existing. The problem has gained ground here because it has been impossible to do complete followup on known cases and their contacts. Public health nurses have not been able to get into the homes because of lack of transportation for their home visits and conferences. X-rays have been taken in some of the cases but a complete survey and adequate followup has been impossible because of lack of X-ray technician and the lack of a rapid X-ray unit. One of these units was assigned to this agency in the fall of 1953 but never sent here. Inquiries regarding this unit have failed to locate it.

If we are to put the tuberculosis program on its feet, we must start anew and do a complete X-ray survey of the entire population of this reservation. Here is where the rapid X-ray units save time and money. A complete up-to-date file must be started on every person here with a small plate on file for each person and a set of large plates on file for the known cases of tuberculosis. It is believed that all plates taken by the traveling units should be permanently filed at each reservation so that some comparison can be made in doubtful cases picked up from time to time.

The tuberculosis vaccination program started some years ago has added to the problem in that we can no longer depend entirely upon tuberculin reactions to pick out the probable cases. We have an unknown factor which leaves us with a group of reactors which may contain persons who have been vaccinated against tuberculosis and failed to gain immunity and who have contracted tuberculosis as a disease. Their reaction then will be positive and must be checked by X-ray to determine if the reaction is due to vaccination or to actual infection. This fact will increase rather than decrease the number of X-rays which must be taken. In the figures below it will be seen that some 349 children had tuberculosis vaccine in 1949 but that only 143 of this group show a positive test. Until we can X-ray this group of 1943 reactors we will not know how many of these are due to the vaccination and how many are due to a past or present active infection.

With the above facts in mind, the following figures are presented for fiscal year 1954:

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Number active cases sent to Phoenix Sanatorium	6
Number of active cases in sanatorium from this agency	22
Number of active cases discharged against medical advice	3
Number of cases discharged as arrested, etc	15
Number of deaths from tuberculosis (all kinds)	3
Number of known cases of tuberculosis at large	13

Actual number of active cases at large probably twice that number or more.

Tuberculin tests were run on the children of all the schools on the reservation under the supervision of Dr. Joseph D. Aronson of the Phipps Institute. Tests at Cedar Creek, Cibecue Day School, and Cibecue Mission School were made by Dr. J. N. Knox. The results follow:

[Testing material: Purified protein derivative, PPD]

Race	Number tested	Number reactors	Percent positive	Not tested
Indian	910	519	57.0	40
White	38	20	52.6	

Number tested who have had BCG vaccine, 1949	349
Number reactors who have had BCG, 1949	143
Positive reactors to infection (no BCG) Indian (519—143 equal 376)	376
Corrected probable percent Indian have or have had tuberculosis	41.4

All positive reactors who have not had BCG vaccine will be checked by chest X-ray as soon as they can be gotten in. Some already have been checked and some had recent plates before the testing.

The above figures are broken down below:

School	Reactors		Total reactors	Total tested	Percent positive
	1st test	2d test			
Whiteriver Day	65	37	102	203	50.6
Whiteriver Public	9	4	13	43	30.2
Theodore Roosevelt	127	84	211	286	73.3
East Fork Mission	67	40	107	195	55.5
White	1	1	2	6	33.3
Cedar Creek Day	5	3	8	24	33.3
Cibecue Day	40	15	55	116	47.7
Cibecue Mission	15	10	25	49	51.0
Whiteriver (White)	1	17	18	32	56.2

Recapitulation.—Approximately 41.4 percent of children tested have had or now have tuberculosis.

Enteritis (diarrhea, dysentery, etc.)

Among the infants and preschool children enteritis is a very important disease. It was responsible for the greatest number of deaths in this group during this fiscal year. Basically, it is due to a combination of factors among which are poor home conditions, unsanitary surroundings, contaminated water supplies, etc. Prevention depends on the raising of hygiene and sanitation standards, better food and better living conditions in general. Failure to give enough water to victims of enteritis increases the deaths.

Number cases enteritis

[192 treated; more in homes not listed]

Month-year	Cases	Deaths	Month-year	Cases	Deaths
1953—July	72	3	1954—January	26	1
August	14	11	February	5	0
September	31	3	March	0	0
October	3	1	April	2	0
November	4	0	May	6	0
December	6	2	June	47	2

Deaths:		
Under 1 year of age		20
1 to 5 years		3
Total		23

Death rate in percent of known cases, 11.9.

Since there were some 9 deaths in the 0–5-year group from unknown causes and 3 from dehydration and malnutrition, it is probable that the true number of deaths from enteritis is at least 30 and the corrected percentage, 15.6.

Births, total per fiscal year—1954		150
Born outside of hospital		72
Born in the hospital		78
Deaths, total per fiscal year—1954		79
Deaths outside of hospital		47
Adults	17	
Under 5 but over 1 year	5	
Under 1 year	23	
Stillbirths	2	
Deaths in the hospital		32
Adults	9	
Under 5 but over 1 year	1	
Under 1 year	17	
Newborn under 1 day old	1	
Stillbirths	4	

Deaths (79), fiscal year 1954, by months and causes

Causes	July 1953	August 1953	September 1953	October 1953	November 1953	December 1953	January 1954	February 1954	March 1954	April 1954	May 1954	June 1954	Total	Preventable
Accidental:														
Suicide						1						1	2	
Homicide	1							1					2	
Infant						1		1					2	8
Other					1				1				2	
Atelectasis (collapse of lung), infant	1												1	1
Circulatory system (heart, cerebral accident, arteriosclerosis, etc.)	2	1	1	1	2	3			1	1	1	1	14	0
Cancer	1												1	0
Dehydration, infants										1	1		2	2
Enteritis, including dysentery:														
Infants	3	9	2	1		2	1					2	20	
1–5 years		2	1										3	23
Hemorrhage from navel, infant									1				1	1
Malnutrition, infant		1											1	1
Penumonia, all kinds:														
Infant					1					1			2	[1] 3
Other								1					1	
Tuberculosis, all kinds	1						2						3	[1] 3
Stillbirths	1				2	1			2				6	5
Other causes (streptococcus throat, intestinal hemorrhage, meningitis):														
Infant										1			1	
Other							1					1	2	0
Unknown:														
Infants				1		1		2	1	1			6	
1–5 years		1	2										3	[2] 9
Over 5 years			2	1			1						4	
Total, all causes	10	14	8	4	6	9	5	5	6	5	2	5	79	[3] 56
Infants													36	
1–5 years													6	
Over 5 years													31	
Stillbirths													6	

[1] Pneumonia and tuberculosis are doubtfully preventable by long-range measures.

[2] The deaths under 5 years of age, including infants, were probably due to enteritis or pneumonia and probably all preventable.

[3] Including 6 deaths listed as doubtfully preventable.

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Commentary on deaths, fiscal year 1954

Under accidental deaths one infant death was due to dropping the child on its head at home and the other was due to asphyxia or suffocation which could have been due to mucous in the throat, collapse of lung, cord about neck, or some other incident accompanying birth. The hemorrhage from the navel and the atelectasis listed separately could properly be carried under accidents and all were preventable if the children had been born in the hospital. Also the dehydration death listed was preventable as this was a child in its first days of life.

One of the stillbirths is not listed as preventable as it was due to one of the rare accidents in obstetrics, a transverse presentation of a second twin. As it was, it was fortunate that this occurred in the hospital as the mother would have died in a home delivery. Even in deliveries in hospitals with every surgical facility the mortality among mothers is high.

One accidental death of an adult was preventable as it was the result of riding a horse while inebriated. The other death of an adult was due to the collapse of a poorly constructed hogan during a heavy rain.

The death from malnutrition was preventable. The family was not too poor to properly feed the child and medical service was available through clinics and the hospital if the parents had desired to use it.

The deaths from enteritis were completely preventable and in some instances due to pure neglect after the children became ill, either failure to get proper medical aid or failure on the part of the parents to carry out the physician's orders. The interference of medicine men, relatives, and neighbors caused many mothers to stop proper medication after it had been started or to fail to give the infants and children sufficient fluids. It is understood that this is preached against by medicine men. Some of these deaths were due to the peculiar toxemia which affects some cases of uncontrolled enteritis and which causes a mortality of from 50 to 70 percent in spite of everything done for the patient. The cause of this is not known. Most cases treated early do not get this toxemia but once it appears it continues after the diarrhea has been controlled and results in the high mortality. For this reason the earlier we can get hold of a case of enteritis the better for the prognosis for life.

Fortunately there was no mortality from measles or its complications in the fiscal year 1954. Some of this may be ascribed to vigorous preventive treatment of contacts under 3 years of age and the vigorous preventive treatment given cases of measles. Most deaths result from bronchopneumonia with occasional deaths from measles themselves, encephalitis, enteritis, and mastoiditis.

Lack of proper facilities for autopsies and cooperation of the tribal members in permitting autopsies makes our list of unknown deaths high.

The crude death rate is approximately 20.7 per 1,000 population.

If the preventable deaths are discounted, the death rate from what are usually called natural causes would be approximately 7.6 per 1,000. This is not inconsistent with rates throughout the United States.

The conclusion is self-evident: Concentration on health education and preventive measures.

School examinations

No school examinations were done during the first part of school year due to the fact that only one physician new to the Indian Service was on duty. Present senior medical officer reported for duty October 15, 1953. Due to school programs, epidemics and lack of field transportation it was found impossible to do more than the beginners' examinations. In the coming school year, examinations will be done early so as to avoid cancellations due to school events which preclude attendance by children.

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Beginners

Defects	Schools					
	White-river Day	Theodore Roosevelt School	East Fork Mission	Cibecue Day	Cibecué Mission	Total
Examined	38	22	39	15	11	165
Enlarged or diseased tonsils	5	3	10	2	0	20
Undescended testes	3	1	13	2	1	20
Pediculosis	8	0	2	4	1	15
Otitis media	1	0	3	5	3	12
Defective vision	1	7	0	2	1	10
Conjunctivitis	2	0	4	4	0	10
Impacted serumen	6	1	2	0	0	9
Malnutrition	0	1	2	2	2	7
Enlarged cervical glands	3	0	2	0	0	5
Cardiac defects	1	0	1	0	0	2
Impetigo	0	0	0	2	0	2
Defective hearing	0	1	0	0	0	1
Umbilical hernia	1	0	0	0	0	1
Total defects	31	14	39	23	8	11
Congenital hips (all ages in school)	11	3	3	9	0	26
Other crippling defects	0	0	1	1	0	2

There are some 143 cases of defective vision among the schoolchildren. It was impossible to get refractions done on these children. Some provision should be made to have these children refracted and spectacles provided for them. This could be done by the tribe through its funds, if not through Government agencies. It is impracticable to send these to Phoenix Medical Center as the ophthalmologist there has not the time for them.

Crippled children and adult program

A special clinic for crippled children was held on April 17, 1954, under the direction of the area medical director, L. J. Lull, M. D. The orthopod in attendance was George A. Williamson, M. D., Phoenix, Ariz. As a result of the clinic some 14 crippled children are now under treatment.

Inasmuch as the percentage of congenital dislocated hips among this tribe is the largest known medical science, a program of anthropological research as to cause and orthopedic surgery for correction is to be vigorously carried on beginning July 18, 1954. This will be under the supervision of Dr. Lull, the area medical director and the senior medical officer of the Fort Apache Agency. The project staff will consist of:

Dr. Bertram S. Kraus, physical anthropologist, field coordinator
Dr. John Schwartzmann, orthopedic consultant, Tucson
Dr. George Williamson, orthopedic consultant, Phoenix
Dr. Benson Bloom, clinical internist, Tucson
Mrs. Bonnie Jones, secretary, Tucson
Mr. Edward Lavor, technician, Tucson Medical Center
Mr. James Officer, field assistant, Tucson
Mr. Charles White, field assistant, Tucson

They will be assisted by the senior medical officer, the two public health nurses, the tribal chairman, Mr. Lester Oliver, the district councilmen, and such other health and tribal personnel as may be needed.

The following is the status of the congenital hip cases to date:

Number of known cases:	
Adults	57
Children	64
Total	121
Number examined in clinic Apr. 17, 1954	35
Number examined, other clinics	4
Number discharged, maximum operative benefit	5
Number now under treatment	14
Number known cases not under treatment	45

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The project to be started in July 1954, includes clinics with a view to corrective treatment and it is hoped that a goodly number, if not all, of the congenital hip cases will be under treatment by January 1956.

APPENDIX 27

SPECIAL REPORT TO THE UNITED STATES SENATE BY THE SENATE JUVENILE DELINQUENCY SUBCOMMITTEE ON THE DIFFICULTIES IN RECONSTRUCTING THE INDIAN HOSPITAL IN SELLS, ARIZ., WHICH WAS DESTROYED BY FIRE IN 1947

Commissioner of Indian Affairs Glenn L. Emmons, in his statement to the Senate Juvenile Delinquency Subcommittee at its hearings in Phoenix on April 28, 1955, pointed out that the poor health conditions that prevail in so many Indian communities is one of the deep-rooted factors that contributed to the problem of juvenile delinquency. A recent survey indicated that of 260 children, 25 percent died before they reached the age of 1 year; 40 percent died before they reached the age of 6; and 52 percent died before they reached the age of 18, making an average of 17 years' life expectancy in comparison to a life expectancy of 69 years for the general public throughout the United States. Dr. Salisbury, director of the State Health Department for the State of Arizona, pointed out that infant deaths during the first year of life for the Indian population throughout the State are 132 per 1,000 live births, whereas the rate for the State of Arizona as a whole is approximately 40 per 1,000 live births. He further pointed out that pneumonia and tuberculosis were the two most prevalent diseases among the Indian people. Dr. Salisbury further stated that the health conditions among the Papago Indians in southern Arizona are as serious as on any Indian reservation in the United States.

The seriousness of the health conditions among the Papago Indians has been accentuated by the destruction of the Indian hospital at Sells, Ariz., in 1947. Although requests have been made to restore the hospital, the position was taken that there is a hospital at San Xavier and also one at Tucson, Ariz., which would be available to service the Papago Indians. However, because of the difficulty in transporting patients who are to be taken from the Papago Reservation to San Xavier, Tucson, or even Phoenix, many of the Indian people on the Papago Reservation have been unable to receive any medication whatsoever. The distances from Sells, the center of the Papago Reservation, to San Xavier is 75 miles; to Tucson, 62 miles; and to Phoenix, 125 miles. The total population of the Papago Indians is about 8,200 persons living on 3 reservations and they live in 73 widely scattered villages. The entire area covers 2,855,000 acres. Although there are a few Papago families whose sources of income are cattle sales and skilled and semiskilled trades and who thereby enjoy a fair income, the much larger group of Papago families maintain a very precarious livelihood from subsistence farming, small cattle holdings, and seasonal off-the-reservation labor. Most of this group consists of uneducated, non-English-speaking people whose incomes range from a bare subsistence level downward.

Because of their inability to use the hospitals at Tucson, San Xavier, and Phoenix, the Papago Indians have continuously urged the erection of a new Indian hospital at Sells, Ariz. Recently, Dr. Fee from the Budget Bureau office in Washington visited the Papago Reservation pertaining to an Indian hospital. Quoting from the testimony of Mr. Mark Manuel, the chairman of the tribal council, at page 492 it states: "He [Dr. Fee] asked us about a hospital in Sells. He pointed out that there are 2 places where they want to build a hospital, 1 in Tucson, which he was very much in favor of building out there, and I told him that it was all right, but I would like very much to have it built in Sells, because this is the center of the reservation, and also the villages surrounding the district, this is the headquarters of the Papago Council.

"So I pointed out this, and I pointed this out to you, that there is a hospital at San Xavier, and also one in Tucson, there is a county hospital there, which some of our Papago people go to. I also point out this, that our hospital in Sells was destroyed by fire in 1947, and ever since we have tried to ask for a hospital to be built in Sells, because of the difficulty in transporting patients who are to be taken from here to San Xavier, or to Tucson, or even to Phoenix."

It was further pointed out that the Public Health Service and the Bureau of Indian Affairs had been collaborating in attempting to get an appropriation for the hospital at Sells. However, it has been learned that it will not be included in the 1956 budget because they were unable to complete the study at the Bureau

of the Budget level. The amount of money needed for the hospital is estimated at $2 million. It is also estimated that it would take a year and probably longer before the hospital can be completed after construction begins, which means that in the meantime the Papago Indians who need hospitalization and medication will keep suffering for the next three of four years, as they have suffered since 1947, without the services of an Indian hospital at Sells, Ariz. It is unbelievable in this day of wonder drugs and modern hospital and medication facilities that the Indian people should suffer the terrifically high death rate that they do, especially among the infants, which is not only the concern of the Senate Juvenile Delinquency Subcommittee but the concern of every Senator and every Congressman in the United States. The Congress has the power to appropriate $2 million for the restoration of the Indian hospital at Sells, Ariz., for the use of the Papago Indians and not wait until 1957, or 1958, or 1959, or 1960 and thereby deprive these people whose death rate is one of the highest in the Nation of the proper hospital and medical facilities that, as citizens of the United States, they are entitled to.

APPENDIX 28

PAPAGO INDIAN AGENCY, SELLS, ARIZ.

EDUCATIONAL STATISTICS

Reservation administration

Four employees: Reservation principal, educational field agent, clerk-stenographer, and truckdriver.

Schools, Bureau of Indian Affairs

Name	Grades	Number of teachers [1]	Total enrollment	Other employees	Buses
Sells consolidated	Beginners to 9	[2] 9	200	5	3
Santa Rosa Boarding and Day	Beginners to 8	5	135	7	2
Santa Rosa Ranch Day	Beginners to 6	1	30	2	1
Vaya Chin Day	Beginners to 8	3	90	3	2
Chuichu Day	Beginners to 6	2	60	2	1
Kerwo Day	Beginners to 8	2	55	2	1
Total		22	570	21	10
Total enrollment in all types of schools, 2,090.					

[1] Includes principals.
[2] Includes 3 public-school employees.

School, San Solano Mission (Catholic)

Name	Grade	Number of teachers	Total enrollment	Other employees	Buses
Topawa	Beginners to 8	3	120	3	2
Cowlic	Beginners to 6	2	55	2	1
Pisinemo	do	2	60	2	1
San Xavier	do	3	40	1	
San Miguel	do	2	40	2	1
Covered Wells	do	2	60	2	1
Total		14	375	14	6

Above figures based on attendance reports sent to reservation school office. Following items in approximate figures:

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Off-reservation school enrollment

Bureau boarding schools	305
Mission boarding schools	150
Public grade schools	575
Public high schools	70
Vocational training	10
College students	10
Children of relocatees	25
Total	1,145

Vehicle operation, Government schools

Busses	14
Other vehicles (cars, pickups)	14
Total	28
Bus miles, annual	136,000
Other vehicle-miles, annual	115,000
Total gasoline, annual—gallons	240,000
Total oil, annual—quarts	1,600
Miles driven to supply food for 75,000 lunches	15,000

Schools, with the exception of Sells Consolidated, are located the following distances from the agency headquarters:

	Miles
Santa Rosa boarding and day	38
Santa Rosa Ranch day	25
Vaya Chin day	59
Kerwo day	75
Chuichu day	76

Progress toward conversion to public schools

Sells Consolidated School operated cooperatively by Bureau of Indian Affairs and Indian Oasis School District No. 40 of Pima County. Ninth grade accredited by State Department of Education.

State adopted text books and curriculum used in all schools.

Distance from existing school districts slows conversion. More education of both Indians and non-Indians needed on acceptance of responsibility.

Qualifications of bureau teachers: Seven (including reservation principal) hold master's degrees. Thirteen hold bachelor's degrees. Of the 13, 3 are nearing completion of master's requirements. Five of the seven holding master's degrees have done work beyond the degree. Two have passed their qualifying examinations for doctorate in education.

Eleven teachers have Arizona State teaching certificates. Remaining teachers can qualify by filing transcripts and applications.

JUVENILE COURT CASES

Tribal Court

Charge	Number of arrests	Dispositions
Intoxication	34	Released to: parents, 7; school, 18; priest, 3.
Vandalism (wrecked auto)	5	Released to parents, 5.
Theft	5	Warned; returned to school.
Assault and battery	1	90 days probation.
Possession of liquor	4	30 to 60 days probation.
Reckless driving (no license)	2	Warned; released to parents.
Possession of weapons	4	Released to: parents, 1; Federal officers, 1; school, 2.
Total arrests in 2 years	55	

Out-of-wedlock births

	Date	Sex of child	Mother's age
1953–54 [1]			
San Xavier Hospital	Feb. 27, 1953	Female	21
Do	June 11, 1953	Male	18
Do	June 2, 1953	Female	17
Do	Mar. 14, 1953	Male	22
Do	June 20, 1953	Female	16
Do	Oct. 22, 1953	do	17
Do	Apr. 3, 1953	Male	20
Do	Mar. 15, 1953	Female	(?) 22
Do	Dec. 3, 1953	Male	18
Do	July 20, 1953	Female	19
Do	Apr. 14, 1953	do	21
Do	Oct. 5, 1953	do	22
Home	Apr. 25, 1953	do	19
1954–55 [2]			
San Xavier Hospital	June 29, 1954	do	20
Do	July 27, 1954	do	18
Do	Feb. 14, 1954	do	16
Do	Jan. 23, 1954	do	21
Do	Aug. 24, 1954	do	18
Do	Mar. 26, 1954	do	17
Do	Feb. 6, 1954	do	20
Do	Mar. 8, 1954	do	19
Do	Feb. 21, 1955	do	21
Do	Feb. 17, 1955	do	15

[1] Total, 13 out-of-wedlock births (3 mothers juveniles).
[2] Total, 10 out-of-wedlock births (3 mothers juveniles).
6 cases of juvenile mothers in 2 years.

STUDY OF JUVENILE DELINQUENCY, PIMA COUNTY PROBATION DEPARTMENT

Juvenile court cases

Anglo-American juvenile cases	904
Mexican cases	470
Indian cases (Papago cases, estimated, 27)	33
Girls' cases (Papago)	4

The largest number of cases: Drinking and fighting.
Next major number: Truancy (no evasion, truthful acknowledgement).
Next major number: Stealing, usually when drunk (petty stealing).
Girl's problems were: The largest number of cases, truancy; second largest number of cases, petty stealing (shoplifting, forgery case).

Federal court cases

Indian boys (no girls)	3
Papago boys	2
Mohave-Papago (assault with dangerous weapons)	1

LAW AND ORDER

Criminal cases, juveniles

Section No.		Total arrests	Juveniles
2	Assault and battery	8	1
3	Intoxication	567	34
4	Disorderly conduct	22	0
6	Theft	7	5
12	Sex offenses	16	0
13	Failure to support	9	0
14	Possession of weapons	0	4
15	Possession of liquor	47	2
16	Reckless driving	1	2
17	Vandalism	0	5
18	Driving while liquor in possession or under the influence of liquor	59	2
19	Contributing to delinquency of minor	4	0
22	Contempt of court	5	0
	Total	751	55

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Adult court cases and dispositions

Sec. No.	Charge and number of arrests	Disposition	No. of cases
1	Assault and battery (8)	Fined $90 or 90 days	4
		Fined $45 or 45 days	2
		Fined $30 or 30 days	1
		Escaped	1
2	Intoxication (567)	Fine of $10 or 10 days	58
		Fine of $15 or 15 days	448
		Fine of $30 or 30 days	60
		Released to Armed Forces	2
		Suspended sentence	1
		Released to medical officer	1
		Dismissed—lack of evidence	1
3	Disorderly conduct (22)	Fined $30 or 30 days	6
		Fined $15 or 15 days	15
		Fined $10 or 10 days	1
4	Thefts (7)	Fined $30 or 30 days	4
		Warned to restore property	3
5	Sex offenses (Illicit cohabitation, attempt at rape) (16).	Fined $30 or 30 days	7
		Fined $90 or 90 days	5
		No conviction	4
6	Support cases (9)	Financial settlement fixed	2
		Fined $90 or 90 days	2
		Fined $45 or 45 days	2
		Fined $30 or 30 days	1
		Sentence suspended	1
		Placed on probation	1
7	Possession of liquor and/or intoxicated (46).	Fined $70 or 70 days	3
		Fined $90 or 90 days	2
		Fined $60 or 60 days	5
		Fined $120 or 120 days	3
		Fined $45 or 45 days	33
	Intoxication, escape and liquor violation, injury to public property (2).	Fined $100 plus 100 days plus $13 property damage.	1
		Fined $75 or 75 days in jail	1
8	Driving while in possession of or under influence of liquor (59).	Fines ranging from $90 or 90 days to $162 or 162 days.	21
		Fines ranging from $45 or 45 days to $90 or 90 days.	37
	Reckless driving (1)	Fine—$15 or 15 days	1
	License suspended in addition (4).	License suspended and $200 court cost	1
9	Contributing to delinquency of minor (4):		
	Permitting child to drive car	Warned and released	1
	Permitting child to truant from school.	....do	3
10	Contempt of court (5)	Fined $15 or 15 days	3
		Warned and released	2
	Total number of arrests, 749.		

EMPLOYMENT SECURITY COMMISSION OF ARIZONA,
ARIZONA STATE EMPLOYMENT SERVICE,
Tucson, Ariz., April 18, 1955.

MR. ALBERT HAWLEY,
Superintendent, Papago Indian Agency,
Sells, Ariz.

DEAR MR. HAWLEY: Enclosed is information regarding the Papago placement program of the Tucson office of the Arizona State Employment Service.

I trust the information will be useful in the preparation of your presentation to the Senate subcommittee.

If you need any additional information, please let us know and we will be happy to furnish any further information you may desire.

Very truly yours,

AUGUST WIEDEN, *Manager.*

I. PAPAGO PLACEMENT PROGRAM

In January 1952, the Tucson local office of the ASES began a special program to make available to the people living on the Papago Indian Reservation all of the services provided by the Arizona State employment service. Among the services included are registration for work, counseling and testing, promotional development of local job opportunities, and selection and referral to job openings. The Papago placement representative also represents the unemployment compensation division in assisting applicants to file claims for unemployment compensation on the reservation.

II. ITINERANT SERVICE

The ASES services are provided to the Papago Reservation by itinerant trips through the reservation. These trips are made twice per month, usually the first and third weeks of each month. Eleven villages are contacted on each itinerant trip. At least 1 village in each of the 9 districts of the reservation is contacted, and in 2 districts, 2 villages are contacted by the ASES representative. The villages contacted were selected by representatives of the Papago Indian Agency, Papago Council, and ASES, as population centers and also as being convenient to be reached by people living in other parts of the district. At each village, in cooperation with the Papago Council and Papago Agency, a resident contact person was selected, a person acquainted with the people and familiar with their wants and needs.

The villages contacted are: Santa Rosa Ranch (Schuck), Sells, Covered Wells (Quijotoa), Santa Rosa (GuAchi), Anegam, Vaya Chin, Kerwo (GuVu), Tracy's (Wahakhotronk), Pisinimo, Topawa, and San Miguel.

A copy of the schedule for April, May, and June 1955 is attached (exhibit I).

In addition to the regularly scheduled itinerant trips through the reservation, special trips are made as required to recruit workers or in special cases to provide transportation to bring qualified applicants to fill specific job openings, provided they have no transportation of their own. These special trips are usually conducted during the periods of peak needs for farm labor.

III. RESULTS

During the first 6 months the special program for the Papago Reservation was in operation, January through June 1952, 56 applications were taken on the reservation, 36 nonagricultural, and 77 agricultural placements were made. In July 1952 the ASES local office started keeping statistics on services provided Indians in the local office and were combined with the services performed on the reservation for reporting purposes. From July 1952 through December 1954, 537 new applications were taken, 78 applicants received counseling, 26 applicants had either aptitude or proficiency tests administered to them, 1,440 nonagricultural and 186 agricultural placements were made. Of these totals, approximately 191 new applications, 43 counseling interviews, 23 tests, 122 nonagricultural and 144 agricultural placements were made on the Papago Reservation.

ASES services provided in the local office were for the benefit of Papagos coming into Tucson from the Papago Reservation and in the Tucson area. Most of the nonagricultural placements were as domestic or casual labor in jobs of short duration. (See exhibits II, III, and IV.)

IV. PROMOTIONAL ACTIVITY

When the Papago placement representative is not on itinerant service on the reservation, he spends a great amount of time in attempting to develop jobs for Papago applicants and promoting job opportunities for them. This is done either by personal visits to employers or contacting them by telephone. During the 3-year period from January 1952 to December 1954, a total of 147 employer visits and 23 telephone calls were made to employers in an attempt to develop jobs and employment opportunities for Papagos.

(The decrease in agricultural placements during 1954 from that of the previous 2 years was caused by the tight restrictions on cotton acreage. And with further cutbacks in cotton acreage for 1955, farm placements will continue to diminish. Another factor causing a decrease in farm placement activity is the increased use of mechanical cotton pickers. In 1952, 52 percent of Pima County's cotton was machine picked, in 1953, 65 percent, and in 1954, 55 percent was harvested by machine pickers.)

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The schedule of visits on the Papago Reservation by Arizona State Employment Service Representative

TUCSON TO AJO—TUESDAY

Location	Time	Contact person
Santa Rosa Ranch School	9 to 9:15 a. m.	School bus driver.
Sells:		
Tribal council office	10 to 11:15 a. m.	Council personnel.
Agency office	10 to 11:15 a. m.	P. Ingram.
Covered Wells-Covered Wells Trading Post	12 m. to 12:15 p. m.	Mr. Quake.
Santa Rosa School	1:15 to 1:30 p. m.	School principal (Mr. Harris).
Anegram	1:40 to 2 p. m.	Juan Chiago.
Vaya Chin School	3 to 3:30 p. m.	Joe Lopez.
Ajo	5 p. m.	

AJO TO TUCSON—THURSDAY

Kerwo School	9 to 9:30 a. m.	School principal (Mr. Turner).
Tracy's Trading Post	10:15 to 10:30 a. m.	Mrs. Richmond.
Pisinemo-Pisinemo store	11:30 to 11:45 a. m.	Mrs. Quake.
Covered Wells-Covered Wells Trading Post	12:30 p. m.	Mr. Quake.
Sells	1:30 p. m.	Mr. Ingram.
Topewa, post office	2:15 to 2:30 p. m.	Father Regis or Swanson.
San Miguel, abandoned church	3 to 3:30 p. m.	Sam Cachora.
Tucson	6:30 p. m.	

Dates.—Tucson to Ajo: April 5 and 19, April 3 and 17, June 7 and 21; Ajo to Tucson: April 7 and 21, May 5 and 19, June 9 and 23.

JANUARY 4, 1955.

To: August Wieden.
From: Stanley Winton.
Subject: Papago project, 1954.

I. Introduction

The following is a report of the activities and results of the Papago placement program during the calendar year of 1954.

II. Active file

On January 1, 1954, the Papago itinerant file contained 12 active applications. As of December 26, 1954, there were 11 applications in the active itinerant file, including 6 veterans. Six have agricultural classifications, two have skilled classifications, and three semiskilled classifications.

III. Reception contacts

A total of 492 reception contacts were recorded during the course of regular itinerant service on the reservation during the year.

IV. New applications and subsequent application interviews

(*a*) *New applications.*—Thirty-eight new applications were taken on the reservation during 1954. Of these 9 were veterans and 8 females.

(*b*) *Subsequent application interviews.*—During this period 19 subsequent application interviews were made.

V. Counseling and testing

(*a*) *Counseling.*—There were no counseling interviews made on the reservation during the year.

(*b*) *Testing.*—One proficiency test was administered on the reservation. In addition, 5 Papago students in Ajo and 11 students at the Tucson Indian Training School were given the general aptitude test battery.

VI. Placements

Placement activity for the year is as follows: Forty-eight applicants from the reservation were placed, 34 in agricultural work and 14 in nonagricultural occupations.

VII. Field visits and promotional telephone calls

(a) *Field visits.*—During the year a total of 67 employer visits were made for the purpose of promoting employment opportunities for Papagos. Fifty-three of the visits were to nonagricultural employers and 14 to agricultural employers.

(b) *Promotional telephone calls.*—Four promotional telephone calls were made for promoting Papago employment. Two to nonagricultural and two to agricultural employers.

VIII. Cooperation with other agencies

(a) *Papago Indian Agency.*—1. The Papago Indian Agency, through the Bureau of Indian Affairs relocation program, has been able to give financial assistance to applicants wanting to move permanently to California.

2. Applicants seeking information concerning the relocation program or wanting to relocate are referred to the agency relocation officer in Sells.

3. Applicants, seeking work in the local area, who contact the agency relocation officer are referred to the local office of the Arizona State Employment Service or are directed to meet the ASES Papago placement representative at the nearest scheduled itinerant point.

4. The agency relocation officer has provided transportation for applicants, with no transportation of their own, referred to jobs in the Tucson or Ajo areas by the ASES Papago placement representative.

(b) *The Papago Council.*—The Papago Council, through its chairman and other officers, has shown great interest in our program to help its people. Council officers have directed interested people to contact the ASES representative at the nearest itinerant point.

(c) *Other agencies.*—Mr. Harper Stewart, field representative, Bureau of Apprenticeship, has given great help to the Papago placement representative in the way of advice and information regarding possible apprenticeships.

IX. Miscellaneous

(a) *Itinerant travel.*—Twenty-four regularly scheduled intinerant trips were made to all but 1 of the 11 itinerant points of the reservation. The village of San Miguel was not visited the second trip in May and the second trip in July because heavy rains made the road impassable. In addition, Mr. Cowley, farm-placement representative, made two special trips to Sells to transport applicants to farm jobs. Also one special trip was made to Ajo. The State-owned truck was used for all travel on the reservation.

A total of 11,084 miles was driven on the reservation in the State truck.

JANUARY 13, 1954.

To: August Wieden.
From: Stanley Winton.
Subject: Papago project, 1953.

I. Introduction

The following is a report of the activities and results of the Papago placement program during the calender year of 1953.

II. Active file

On January 1, 1953, the Papago itinerant file contained six active applications. As of December 26, 1953, there were 12 applicaions in the active itinerant file. Six of the applicants were veterans and 1 female. Their classification breakdown is: Domestic, 1; entry, 2; agricultural, 4; skilled, 1; semiskilled, 2; and unskilled, 2.

III. Reception contacts

A total of 523 reception contacts were recorded in the course of regular itinerant service on the reservation during the year.

IV. New applications and subsequent application interviews

(a) *New applications.*—Eighty new applications were taken on the reservation during 1953. Of these, 31 were veterans and 11 were females.

(b) *Subsequent application interviews.*—During this period 23 subsequent application interviews were made, including 9 veterans and 2 females.

V. Counseling and testing

(a) *Counseling.*—There were 11 counseling interviews on the reservation during the year. Seven of these were initial counseling and four were repeat interviews.

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(*b*) *Testing.*—The general aptitude test battery was given to three applicants, all veterans. Three proficiency tests were given to female applicants.

All testing was done in the local office, the applicants coming in on their own or were brought in by the agency placement officer. Arrangements were made to test 2 other applicants, 1 GATB and 1 specific aptitude test, however, the applicants failed to report.

VI. Placements

The placement activity for the year is as follows: Fifty applicants from the itinerant file were placed, 27 in agricultural work, and 23 in nonagricultural occupations.

During the first 6 months of the year, the greatest placement activity was in recruiting and placing tractor operators, irrigators, and cotton choppers in agriculture. It was anticipated that during the last 6 months of the year, the greatest activity would be in the mining industry, especially at Phelps-Dodge in Ajo. However, this year there were few job openings at Phelps-Dodge after their shutdown period, in contract to previous years when Phelps-Dodge would hire all available qualified applicants.

VII. Field visits and promotional telephone calls

(*a*) *Field visits.*—During the year a total of 58 employer visits were made for the purpose of promoting employment opportunities for Papagos. Thirty-seven of the visits were to nonagricultural employers and 21 to agricultural employers.

(*b*) *Promotional telephone calls.*—A total of 12 promotional telephone calls were made during the year for Papagos. All but one of the calls were to nonagricultural employers.

VIII. Cooperation with other agencies

(*a*) *Papago Indian Agency.*—The agency through the Bureau of Indian Affairs relocation program has been giving financial assistance for transportation and subsistence to applicants wishing to move permanently to Chicago or to California. Applicants contacting the ASES representative seeking information or wishing to relocate are referred to the agency placement officer in Sells.

Applicants seeking work in the local area who contact the agency placement officer are referred to the local office of the ASES or are directed to meet the ASES Papago placement representative at the nearest scheduled itinerant point.

The agency placement officer has brought in to Tucson applicants who have been referred to jobs by the ASES Papago placement representative but who have no transportation of their own. He also provided transportation to applicants to be tested.

(*b*) *The Papago Council.*—The Papago Council, through its chairman, has shown great interest in our program to help its people. The council has referred interested persons to contact the ASES representative at the nearest itinerant point.

(*c*) *Other agencies.*—Mr. Harper Stewart, field representative, Bureau of Apprenticeship, has given much help, information, and advice to the Papago placement representative in the matter of possible apprenticeships.

IX. Miscellaneous

(*a*) *Itinerant travel.*—Twenty-four regularly scheduled itinerant trips were made to the 11 itinerant points on the reservation. In addition, 7 special trips were made to the reservation: 2 of the trips were made for the purpose of recruiting agricultural workers and 5 were made to bring workers who were without their own transportation to the employers' farm or camp. The State-owned truck was used for all travel on the reservation except one regular itinerant trip, when a privately owned vehicle was used, the State truck being out of commission.

A total of 11,405 miles was driven on the reservation in the State truck and 439 miles in a privately owned car, making a total of 11,844 miles driven on the reservation.

JANUARY 31, 1953.

To: August Wieden.
From: S. F. Winton.
Subject: Papago project, 1952.

On December 31 the Papago Indian active file contained a total of 6 applications: 1 veteran, 3 nonveterans, 2 females. Of the 6 applications, 3 were classified for agricultural work, 2 were semiskilled labor, and 1 unskilled labor.

There were 220 reception contacts on the reservation for the first 6 months of 1952. During July, August, and September, approximately 62 reception con-

tacts were made, the exact number is not known as the records were combined with those of the local office activities. During the last 3 months of 1952 a total of 73 reception contacts were made on the reservation. Thus, for the 9 months that contacts on the reservation were kept separate, a total of 293 were made, and for the entire year, there were approximately 355 reception contacts made on the Papago Indian Reservation.

A total of 73 new applications were taken during the year of 1952. There were 27 veterans, 39 nonveterans, and 7 females. Two applicants were given clerical classifications, 6 domestic service, 30 agricultural, 3 skilled labor, 11 semiskilled, and 21 unskilled labor.

During the first 6 months, the records of placements of Papagos on the reservation were kept separate, during the last 6 months, placements records of the reservation Indians were combined with the Indian activity of the local office. From January through June, 36 permanent nonagricultural placements were made and 77 permanent agricultural placements of reservation Indians. During the last 6 months of 1952 the combined activities had a total of 327 nonagricultural placements, 42 of which were of a permanent nature, and 11 agricultural placements.

For the year, a total of 363 nonagricultural placements were made, 78 being permanent, and a total of 88 agricultural placements were made. A grand total of 451 placements were made including 166 placements that were considered permanent.

For 1953, reservation placements will be kept separate.

Information received from the placement officer of the Papago Indian Agency in his monthly placement reports shows a total of 191 nonagricultural placements and 28 agricultural placements, all of a permanent nature. The total of 219 placements are from information received from the Employment Service. The report shows that the placement officer actively participated in 139 of the placements.

A total of 24 itinerant trips were made to the reservation, and in addition, a number of the more isolated villages were contacted during a survey in September.

The State-owned truck was used exclusively for transportation on the reservation and was driven a total of 11,179 miles on those itinerant trips.

To: Albert M. Hawley, Superintendent.
From: Therman C. Ingram, Agency Relocation Officer.
Subject: Review of relocation activities, fiscal year 1952 to present.

The Papago development program, May 1949, was submitted to the Secretary of the Interior by the Papago Tribal Council in connection with economical and social development of the tribe and the discharge of Federal Government obligations to the Papago Indians of Arizona. The objectives of the program were to establish an estimated 7,550 Papago Indian people on an economical level comparable to a rural population of southern Arizona.

It is estimated the present population is 7,550 people. A large portion of Papago people, between 3,500 and 4,000, obtain employment in the cottonfields during the season. A family will leave their village and remain in the cottonfields from 3 to 7 months of each year. The majority of the remaining people on the reservation stay here the year around. These consist of the aged, widows, orphans, welfare cases, or cattle raising and small irrigation farmers. A very small percent work at the agency and installations throughout the reservation.

The Papago development program was used as a basis to cope with the acute situation and immediate efforts were made to accelerate the development of available resources. But these resources after full development will only support approximately 400 of the 1,200 family units, which means that not less than 800 family units together with the normal increase in population must be permanently located off the reservation. Of these 800, they should be in 2 categories:

1. One third, or 400 family units are to be absorbed in surrounding communities, such as in agriculture, mining, and urban areas throughout Arizona.
2. The other one third or estimated 400 family units plus 1,500 younger surplus people that will reach employment age within the next 10 years, will be given out of State permanent relocation opportunities.

Aims and objectives of relocation

The recent trend of the Bureau of Indian Affairs is to develop a program of off reservation relocation.

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Purpose.—The purpose of the relocation program is to facilitate the voluntary placement of Indians who are unemployed or who are underemployed, in appropriate year around employment, to encourage and assist their voluntary movement to areas such employment can be secured, and to assist in their adjustment in communities to which they go. In all cases, the Papago people are relocated out of the State of Arizona.

Objectives.—The objectives are to assist Indians to become self-supporting on a standard of living compatible with decency and health and to become a part of the normal social and economic life of the Nation.

Within the last 3 years, the Bureau of Indian Affairs has employed a full time relocation officer on the Papago Reservation, with the office at the agency headquarters at Sells, Ariz. The relocation officer is charged mainly with the duties of assisting people who desire to relocate in large metropolitan centers of the United States. At present, we have field officers in Los Angeles and Oakland, Calif.; Denver, Colo.; and Chicago, Ill. The relocation office provides, in qualified cases, transportation, assistance for the applicant and his family, and also supervise and temporarily assist the family in the place where they are relocated. The relocation is not just a job in a distant city, but much more involved. The applicant and his family leave the reservation on a permanent basis.

Our relocatees come in two principal categories. The skilled, which have learned a trade through Bureau trade schools, public schools, or Armed Forces training, etc. Relocatees of this caliber make up about 10 percent. The other 90 percent have no particular outstanding hiring requirements, other than physical stamina and the willingness to work.

Through relocation, a family unit that meets the requirements and can adapt themselves to a new life, are furnished financial assistance if they are not able to make the expensive move on their own. The following is a sample and estimate on a family unit, and how the money is used:

1. Transportation from the reservation to point of relocation.
2. Subsistence en route.
3. Shipment of household goods.
4. Subsistence of $30 per week up to 4 weeks or until first full paycheck has been received from new job.
5. Subsistence of $10 per week, not to exceed 4 weeks, for all members of the family.

The family leaves the reservation as a unit in most all cases. A sample of a family unit of four, total expenses will be something like the following:

1. Transportation to destination (usually by bus or train)	$40
2. Subsistence en route	16
3. Subsistence at destination:	
(*a*) Head of household	120
(*b*) Dependents	80
Total expenditures furnished by the program	256

As a rule, they have little or no furniture to move. If they do have, it is shipped by the program.

The following data was taken from the agency files, on persons relocated from the time the relocation program was first introduced on the Papago Reservation:

Fiscal year 1952: Total persons relocated		22
Six families, totaling 22 persons, all going to the Los Angeles and Chicago areas. The program was introduced late in this year which accounts for the small amount of people leaving the reservation.		
Fiscal year 1953: Total persons relocated		35
Twelve family units make up this number of relocatees for the fiscal year 1953. These people were relocated in Los Angeles, Calif. and Chicago, Ill.		
Fiscal year 1954: Total persons relocated		78
Family units (15)	57	
Singles	16	
Relocated without subsistence	5	

Fiscal year 1955: Total persons relocated to date 124

Thus far this year a total of 124 people have taken relocation. There will be another 8 to 10 family units that will go before the end of this fiscal year—10 people, all singles, were self-financed during this fiscal year.

Family units (33)	84
Singles	40
Singles without financial assistance	10

It is yet too early to judge the results of relocation of the Papago people in the large metropolitan centers of the United States. However, in a recent survey of all Indian people on a national scale, the Papago Indian led all other tribes where the relocation program is in effect on a percentage basis, as having the lowest number of returnees. It is obvious to the agency that the Papagos in most cases can adjust themselves in a short time to an environment that is altogether different than what he has been accustomed to.

When the relocation program was first introduced on the Papago Reservation, there were only 22 people relocated. This was chiefly because half of the fiscal year had already elapsed and only $2,000 was programed for financial assistance to relocatees. The second and third year, 1953 and 1954, there were also small amounts granted to the relocation budget, but was some larger than the previous year. However, this fiscal year 1955 to date, we received considerable more money for relocation than any other year. Our budget was increased to $8,700 for financial assistance for relocation. Next year we are expecting even more. This will be necessary because more people are learning about the program and are realizing opportunities and services never before offered to them. If adequate money is made available, the Papago people will be in a better position to help themselves become better American citizens.

Beginning 1952 to date, 283 people relocated; cost of relocating a family of 4, approximately $250.

DEPARTMENT OF THE INTERIOR,
BUREAU OF INDIAN AFFAIRS,
PHOENIX AREA OFFICE,
Phoenix, Ariz., May 13, 1955.

Hon. WILLIAM LANGER,
United States Senate, Washington, D. C.

MY DEAR SENATOR LANGER: We are submitting herewith the information you requested when you conducted the hearing on juvenile delinquency here in Phoenix last April 28 and 29. The attached copy of a letter from our Pima area field office indicates that wells for domestic water should be drilled to a depth of about 450 feet if good quality domestic water is desired. The water table in the Pima jurisdiction is considerably less than 450 feet but the salt content is so high that it is unfit for domestic use.

The following is the data you requested on electric power systems located on Indian reservations in Arizona:

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Agency	Location	Source
Phoenix Medical Center	Phoenix, Ariz	Commercial power from Arizona Public Service Co.
Phoenix school	do	BIA owns distribution system. Commercial power purchased from Arizona Public Service Co. This company, it is believed, will soon purchase the outside plant.
Colorado River	Parker, Ariz	The Colorado River Irrigation Project Power System purchases energy from the Bureau of Reclamation for transmission, distribution and sale.
Fort Apache	Whiteriver, Ariz	This agency's electric distribution system was recently sold to the Navopache Electric Cooperative, an REA cooperative located at Lakeside, Ariz.
Papago	Sells, Ariz	BIA owns distribution system and some standby generation. The Tri-County Electric Cooperative (REA) has approximately 65 miles of line between Tucson and Sells which feeds the Papago distribution.
San Carlos	San Carlos, Ariz	Owned and operated by the San Carlos Indian irrigation project.
Truxton Canon	Valentine and Peach Springs, Ariz.	Mohave County REA Cooperative, Kingman, Ariz., owns distribution and supplies energy.
	Supai, Ariz	BIA owns 10 kilovolt-ampere generation plants and distributes energy.
Pima	Sacaton, Ariz	Owned and operated by San Carlos Indian irrigation project.
	Salt River	BIA owns distribution system.
	Ak Chin	BIA owns distribution system which is about to be sold to Arizona Public Service Co.
	Fort McDowell	BIA owns distribution which is in process of being sold to Salt River Power District.
	Gila Crossing	BIA owns distribution. Salt River Power District may purchase this system.
Hopi	Keams Canyon, Ariz	BIA owns and operates 2 250-kilovolt-ampere generators and distributes its own power.

You also requested information as to the infant mortality rate on the Papago Reservation. There is undoubtedly a greater than average loss of life among the infants under 1 year of age there. Unfortunately it is impossible to obtain an accurate statement of the rate of infant deaths occurring on the reservation because of the incomplete collection of vital statistics. To further complicate a true picture of the facts, all vital statistics on file at the Papago Indian Hospital prior to 1947 were completely destroyed by fire when the hospital burned. Immediately thereafter, however, an intensive program of gathering vital statistics has been accomplished, and of the certificates completed on the Papago Reservation for fiscal year 1953, the Papago infant mortality shows 108.3 per thousand live births. The Arizona State Health Department of Vital Statistics shows the infant death rate of Pima County, Ariz. 139.8 per thousand live births. This would include deaths of Indian infants in hospitals in the peripheral towns of the reservation—Tucson, Ajo, and Casa Grande, primarily, plus those recorded by the Bureau on the reservation. The Papago Reservation comprises about one-third of Pima County. The figure of 139.8 per thousand live births is considerably less than the 250 per thousand shown in the Papago development program which we feel has been based mostly on incomplete statistics.

I would like to correct one statement I made regarding medical officers' pay. The question arose as to the salary of most medical officers in the Bureau and I answered grade GS–12 to $8,360. Instead, the answer should have been a salary range of GS–12 to –13, or from $7,040 to $8,360 per annum.

We will be glad to submit any other data you deem necessary.

Sincerely yours,

F. M. HAVERLAND,
Area Director.

PIMA AREA FIELD OFFICE,
Sacaton, Ariz., May 5, 1955.

Mr. F. M. HAVERLAND,
Area Director, Phoenix, Ariz.
(Attention: Mr. L. L. Nelson, Assistant Area Director.)

DEAR MR. HAVERLAND: Reference is made to Mr. Rupkey's memorandum dated May 2, 1955, subject "Depth to drill for domestic wells, Gila River Reservation."

Exclusive of the area adjacent to Maricopa well No. 1 and Gila Crossing wells Nos. 1 and 2, we believe the depths indicated for domestic water are too shallow.

Fiscal year 1955: Total persons relocated to date 124

Thus far this year a total of 124 people have taken relocation. There will be another 8 to 10 family units that will go before the end of this fiscal year—10 people, all singles, were self-financed during this fiscal year.

Family units (33)	84
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	Gila Crossing	BIA owns distribution. Salt River Power District may purchase this system.
Hopi	Keams Canyon, Ariz.	BIA owns and operates 2 250-kilovolt-ampere generators and distributes its own power.

You also requested information as to the infant mortality rate on the Papago Reservation. There is undoubtedly a greater than average loss of life among the infants under 1 year of age there. Unfortunately it is impossible to obtain an accurate statement of the rate of infant deaths occurring on the reservation because of the incomplete collection of vital statistics. To further complicate a true picture of the facts, all vital statistics on file at the Papago Indian Hospital prior to 1947 were completely destroyed by fire when the hospital burned. Immediately thereafter, however, an intensive program of gathering vital statistics has been accomplished, and of the certificates completed on the Papago Reservation for fiscal year 1953, the Papago infant mortality shows 108.3 per thousand live births. The Arizona State Health Department of Vital Statistics shows the infant death rate of Pima County, Ariz. 139.8 per thousand live births. This would include deaths of Indian infants in hospitals in the peripheral towns of the reservation—Tucson, Ajo, and Casa Grande, primarily, plus those recorded by the Bureau on the reservation. The Papago Reservation comprises about one-third of Pima County. The figure of 139.8 per thousand live births is considerably less than the 250 per thousand shown in the Papago development program which we feel has been based mostly on incomplete statistics.

I would like to correct one statement I made regarding medical officers' pay. The question arose as to the salary of most medical officers in the Bureau and I answered grade GS–12 to $8,360. Instead, the answer should have been a salary range of GS–12 to –13, or from $7,040 to $8,360 per annum.

We will be glad to submit any other data you deem necessary.

Sincerely yours,

F. M. HAVERLAND,
Area Director.

PIMA AREA FIELD OFFICE,
Sacaton, Ariz., May 5, 1955.

Mr. F. M. HAVERLAND,
Area Director, Phoenix, Ariz.
(Attention: Mr. L. L. Nelson, Assistant Area Director.)

DEAR MR. HAVERLAND: Reference is made to Mr. Rupkey's memorandum dated May 2, 1955, subject "Depth to drill for domestic wells, Gila River Reservation."

Exclusive of the area adjacent to Maricopa well No. 1 and Gila Crossing wells Nos. 1 and 2, we believe the depths indicated for domestic water are too shallow.

For instance, the above-cited memorandum states, "The depths to water table in the flood plain of the Gila River, wherein lies the Pima villages, varies from approximately 20 feet at Maricopa Colony and Gila Crossing to approximately 100 feet at Blackwater."

For information purposes, office records here indicate that the domestic well at the Gila Crossing Day School is in excess of 800 feet; Casa Blanca Day School, 300 feet; Blackwater Day School, 300 feet; Lower San Tan, 250 feet; and Upper San Tan, 350 feet. We note that the above-cited memorandum indicates that the domestic well at Sacaton is 250 feet deep. Apparently this refers to the old well, the water from which is entirely unfit for consumption due to the salts content. The domestic well at Sacaton drilled in 1948 is 540 feet in depth. Water from the Olberg well which is 230 feet deep is unfit for consumption and residents of Olberg are required to secure drinking water elsewhere.

The more shallow irrigation wells drilled in 1935 to a depth of 150 to 400 feet are being replaced with wells 500 to 600 feet in depth. Mr. Lee Blackwood of the San Carlos irrigation project, who possibly has a better knowledge of underground water than anyone, suggests that no domestic wells be drilled to a depth less than 400 feet, if good quality domestic water is desired. Possible exceptions being the channels of the Gila and Santa Cruz Rivers on the west end of the reservation. We concur with Mr. Blackwood, and believe that the average depth of domestic wells should be more nearly 450 feet.

Sincerely yours,

H. E. O'HARRA,
Administrative Officer.

Concurred in by:
MARVIN D. YOUNG,
Agency Land Operations Officer.
JOSEPH L. PACE.
Supervisor of Maintenance and Construction.

APPENDIX 29

DEPARTMENT OF THE INTERIOR,
OFFICE OF INDIAN AFFAIRS,
PIMA AREA FIELD OFFICE,
Sacaton, Ariz., April 27, 1955.

Hon. ESTES KEFAUVER,
Chairman, Juvenile Delinquency Subcommittee,
Washington, D. C.

DEAR SENATOR KEFAUVER: Attached hereto you will please find information and data in connection with juvenile delinquency, law and order, health, welfare, education and related information concerning Indians under the jurisidiction of the Pima area field office.

I trust the attachments will serve the purpose of the subcommittee. In the event further information is desired, please so advise.

Very truly yours,

H. E. O'HARRA,
Administrative Officer.

PIMA AREA FIELD OFFICE,
Sacaton, Ariz.

EDUCATION ACTIVITIES ON THE PIMA JURISDICTION

The most important element in the educational program on Pima is the change from Indian Service-operated schools to attendance in public schools by all Indian children. More than 98 percent of the Pimas speak English, they are now accustomed to attending school, and, with schools available, the need that once existed for special Indian Service-school facilities is ceasing to be a fact. The actual changeover is not complete, but it is well on its way. Everything that is done in the schools operated by the Government has this aim in mind and takes such shape as using the same texts as prescribed for the State schools, following the Arizona course of studies and, as the opportunity arises, abolishing federally operated schools where children can attend public schools.

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Following are some of the facts concerning schools and school children on the Pima jurisdiction:

Total number of school-age children on the jurisdiction		2,293
Number of Federal schools is 7:		
Pima Central School, Sacaton	224	
Salt River School, near Mesa	303	
Santan School, 5 miles from Sacaton	84	
Gila Crossing School, near Laveen	114	
Fort McDowell School, at Fort McDowell [1]	17	
Casa Blanca School, near Bapchule	129	
Blackwater School, near Coolidge	28	
		899
Number of mission schools, 3: St. John's Indian school near Laveen, St. Peter's school at Bapchule and, recently, a small Seventh Day Adventist school near Laveen		311
Children at various Indian boarding schools		87
Children attending public schools		755
Children attending special vocational schools and colleges		10
Children not in school for various reasons including physical, mental, marriage and 36 without valid reason		78
Children on whom definite information is not available		158
Children over the age of 18 attending schools		88
Number of public high school seniors this year		16
Education employees 1954–55:		
Reservation principal		1
Clerks		1
School principals		2
Principal teachers		3
Elementary teachers		26
Vocation instructor and field agent		1
Cooks and housekeepers		9
Bus drivers		11

[1] Fort McDowell will be closed next year.

Education budget 1954–55, $285,995 (does not include surplus commodities or special milk-program benefits). Per pupil costs based on 1954–55 enrollments, $318.

Some of the main problems affecting the Pima educational program are listed below:

1. Adjustment of Indian children to the public school requirements, such as paying for their school lunch, providing fees for books and other supplies and activities, and competing with more naturally competitive children in the classroom.

2. School attendance enforcement: the conflict between tribal jurisdiction and State for enforcement of school laws.

3. Lack of Pima participation in voting, particularly in school board elections for Casa Grande High School District No. 82, Sacaton Elementary School District No. 18, and Coolidge Elementary School District No. 21.

4. Problem of having all of Pima jurisdiction included in regular school districts, annexation by several districts of certain areas is being contemplated or encouraged.

5. Securing adult participation in the planning of local school programs. This varies in different districts and local PTA organization movements are being advocated as approaches.

6. High cost of bus transportation due to inadequate unpaved bus routes.

7. Inability, because of congressional limitations, to secure much needed school bus replacements.

In general, the solution to problems of Indian public school participation is progressing. The Pima people, themselves, appear to be desiring it more and more (as opposed to a local decidedly negative vote 3 years ago) and administration and boards of trustees of surrounding areas have been, in general, cordial to attendance of Indian pupils. Through the facilities of the Johnson-O'Malley Act and benefits of Public Law 815, many local problems are working out of their own accord.

HEALTH ACTIVITIES ON THE PIMA JURISDICTION

The center of health activities on the Pima is the hospital at Sacaton. It is well built and attractive. It has a capacity of 32 beds. Two doctors, seven nurses, and a director of nurses comprise the professional staff. They are assisted by 17 other employees, including 3 trained practical nurses, a laboratory technician, attendants, cooks, clerks and maintenance personnel. Recently their average daily load is running 24.4 patients per day with 30 to 40 outpatients treated daily in the clinic. Finances are meager as they are based on a 24-bed budget which allows $140,000 for the year.

The hospital has a well-equipped surgery, but a surgical program is not feasible because the staff is not large enought to support it. Only emergency surgery is practiced and the rest transported to Phoenix Medical Center for this reason. Probably the largest number of cases treated arise from alcoholism. Indirectly, alcohol contributes to the high number of accident cases treated. In fact, the accident rate is as high as that of the leading diseases. These leading diseases are tuberculosis, diabetes with its attendant complications, and infant diarrhea. Venereal disease, while a great problem some years ago, now is only a minor part of the cases treated.

Aside from the clinic at the hospital, doctors from the hospital help at the Gila Crossing and Salt River clinics conducted by Public Health nurses. They also assist in the school physical examination and inoculation programs although these normally would be a function of the Public Health Unit if it were normally staffed.

The Public-Health unit with its mobile clinic and centered at Casa Grande serves Pima as well as Papago areas. On the Pima are stationed Public Health nurses with their aides plus a sanitary aide. The mobile clinic visits on regular schedule Stotonic, Blackwater, Casa Blanca, Ak-Chin, Gila Crossing, Fort McDowell, and Lehi on the Pima jurisdiction. It is complete with X-ray, dental equipment, refrigeration for sera and medicines. It has been handicapped by lack of operating personnel, primarily doctors. One of the major purposes of this unit is preventive medicine, including vaccinations, well baby and prenatal clinics.

Contacts of the health programs with the Pima people have been greatly aided by a committee from the tribal council called the health and welfare committee. The members are tribal representatives from various communities who maintain individual contacts and have done much toward explaining the medical program to the people and making it work. A recent example is their work on the polio inoculations which appears to be quite successful.

Several real handicaps to the health program are lack of funds to operate and to secure personnel, inadequate roads, and old worn-out motorized equipment. On the adequate side of the ledger lie a small but fine hospital, the support of most Pima people and a population more able to speak English and understand modern health practices than on other reservations in the Southwest.

As with other installations, Pima health activities will be under the administration of the United States Public Health Service, effective July 1, 1955. Steps are now being taken to make an orderly transfer of these activities.

WELFARE

The agency social-service worker is responsible for providing social services and assistance to eligible Indians and for obtaining and developing additional services as needed.

Working closely with the social worker is a welfare committee representing each district (there are eight such districts). This committee, composed of leading Indian men and women, is appointed by the tribal council. This committee interprets to their people in the district the policies and services of the social service division and bring back to the worker the people's problems and needs. These are discussed in monthly staff meetings. Outside speakers are often present. Many of the meetings are open meetings and the entire community is invited to hear and participate. For instance, Harry Holland of the Social Security Office spoke to our Indian families about social security—what it is, how it can affect their lives, etc.

Every effort is made to keep and strengthen family ties. Through counseling and other services the worker tries to help the family and adults to work out a solution to their problems and to make a satisfactory social adjustment. Well-integrated and happy families decrease juvenile delinquency. Protective services to children are also provided when they are not available or provided by the

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State and local agencies. This may include educational plans as well as foster-care placement. Close cooperation and joint planning has been maintained between various social agencies to facilitate the extension of all local, State, and Federal welfare programs to include Indians. The welfare committee has also discussed and initiated such projects as local recreational programs and summer camps. Efforts are now being made to establish a nursery for working mothers.

General assistance is given on an average to 65 families a month. These families could not meet State requirements for one reason or another. In the State of Arizona general assistance has been denied to Indians living on the reservation. An attempt to secure assistance from the counties to the totally and permanently disabled, living on the reservation, has not been successful to date.

There are approximately 31 children in foster care; 15 in homes, and 16 in institutions. Service is given to 38 children who are in their own home.

The Pinal County Department of Public Welfare at Florence, Ariz. has granted the following assistance:

Old-age assistance	218 persons.
Aid to dependent children	125 families.
Aid to the blind	7 persons.

Caseload of Indian children in foster care as of March 31, 1955:

Foster homes	15
Institutions	16

Total cost per month:

Foster homes	$565
Institutions	1,283

The above children in foster care for the following reasons:

Unfit homes	10
Broken homes	2
Delinquent	7
Dependent	3
Handicapped (physical 5, mental 4)	9

GILA RIVER INDIAN RESERVATION (GILA RIVER PIMA-MARICOPA INDIAN COMMUNITY)

Incorporated under act of June 18, 1934 (40 Stat. 984) constitution and bylaws approved May 14, 1936. Corporate charter ratified February 28, 1948. Population, 5,260 (1950 census).

Community council

Jay R. Morago, Jr.	Governor
Richard Milda	Lieutenant Governor
Rogene Jackson	Secretary (nonmember)
Freeman Walker	Treasurer (nonmember)

John Johnson, Sr.	Marianda Johnson
Daniel Jackson, Jr.	Richard Milda
Luke James	Ferando Brown
Henry Schurz	Mark Wilson
Loyde Allison	Clarence Rivers
Edison Evans	Paul Bread
J. Marago, Sr.	Josia Charles
William Nelson	Joseph Niff
Rudolph Johnson	

Land

Area:	*Acres*
Tribal	273,062
Allotted	97,960
Government	1,000
Total	372,022
Number of allotments (60 percent in heirship status)	4,898

	Acres
Total irrigable area:	
San Carlos project	44,700
Other	15,600
Total	60,300
Acres, Indian-operated, 1952	17,500
Number leases to non-Indian	25

Schools

Number day schools	5
Total enrollment	579
Number children in mission schools	311
Number children in public schools	575
Number children in other schools	144

Roads

Miles of Bureau-maintained roads:	
1. Primary	103.2
2. Secondary	75.3
3. Trails	165.8
Miles of road turned over to counties	34.9
Miles in process of being turned to counties	15.0

Health

Thirty-two bed modern hospital. Two physicians, 1 director of nurses, 8 staff nurses, and related employees, 17—total, 28. Serves entire jurisdiction Gila River, Salt River, Fort McDowell, and Ak-Chin Reservations—2 Public Health nurses.

Income

Median income per family (1952):	
1. From agriculture and stockraising	$750
2. Other sources including wages (exclusive of welfare)	1,500

Major problems

1. Irrigation water (San Carlos irrigation project, joint works).
2. Domestic water.
3. Fractionated land status.
4. Law and order.

SALT RIVER INDIAN RESERVATION

(Salt River Pima-Maricopa Indian Community)

Incorporated under act of June 18, 1934 (40 Stat. 984). Constitution and by-laws approved June 11, 1940. No corporate charter. Population, 1,290 (1950 census).

Community council

Billman Hayes	Chairman
Clarence Wellington (nonmember)	Secretary-Treasurer
Myra Dodson	Member
Dixon Andreas	Member
Lemuel King	Member
Joseph Thomas	Member
Michael Andrews	Member

Land

Area:	
Tribal	38,191
Allotted	8,333
Government	103
Total	46,627
Number of allotments (65 percent in heirship status)	974
Total irrigable area:	
Project	9,800
Pump land	2,894
Number acres Indian operated, 1952	2,693
Number leases to non-Indian	152
Acres	9,800

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Schools

Number day schools	1
Total enrollment	303
Number in public schools	189
Number in other schools	48

Roads

Miles of Bureau-maintained roads:

1. Primary	9.5
2. Secondary	34.5
3. Trails	28.3
Miles of road turned over to counties	3
Miles of road in process of turning to counties	8

Health

One public health nurse: Indian population have access to Phoenix Medical Center, and Pima Hospital, Sacaton.

Income

Median income per family (1952):

1. From agriculture and stockraising	$750
2. From other sources including wages exclusive of welfare	2,500

Major problems

1. Fractionated land status.
2. Rights-of-way, city of Phoenix.

PHOENIX AREA OFFICE

1. Reservation.—Fort McDowell.

2. Superintendent.—Herman E. O'Harra (administrative officer in charge).

3. Tribal Council.—Fort McDowell-Mohave Apache Indian Community Council:

Ben Kill	President.
Felix Pattea	Vice president.
Roy Stacey	Treasurer.
Lulu Smith	Member.
Walter Dickson	Secretary.

4. Historical.—The Fort McDowell Reservation was established by Executive order of September 15, 1903, after serious trouble was threatened between whites and Indians living on Old Camp McDowell Military Reserve, which had been turned over to the Interior Department February 14, 1891, for disposal under provisions of the act of July 5, 1884. The military reserve had been established January 1, 1873, as a feeding post for the Indians who had lived in the Verde Valley for generations.

Lands of the white squatters on the reserve were acquired by quitclaim deeds and lands of settlers with valid claims were purchased.

The Indian population is mostly of Mojave Apache stock akin to the Yavapai rather than to the Apache Tribe.

The Indians had considerable trouble maintaining their ditches prior to recent years, due to floods in the Verde River and tributary washes crossing the ditches. This difficulty has been reduced by construction of works to protect the main ditch.

The Indians have considerable interest in the livestock industry because of the fairly good desert grazing available on the reservation.

5. Statistical:

(a) Population, 202.

(b) Principal economy; livestock and irrigated farming, supplemented by day labor.

(c) Resources:

(1) Total reservation acreage, 24,680 acres; tribal lands, 24,680 acres; alotted lands, none; public domain lands, none; irrigated lands, 600 acres.

(2) Timber: Tribal, none; allotted, none; public domain, none.

(3) Livestock: Tribally owned, none; individually owned, 300 head.

(d) Education and health:

(1) Health: Number of Indian service hospitals on reservation, none; number of full-time clinics on reservations, none; number of Indian Bureau (PHS) physi-

cians available to Indians on reservation (see Gila River); number of contracted health institutions or facilities available to Indians, none (except State hospital for insane).

(2) Education: Number of federally operated schools on reservation, 1 (to be closed 1955–56); number of public schools available to Indian pupils, 2; number of mission schools, none.

6. Budgetary information, funds allotted to reservation fiscal years 1953 and 1954:

	1953	1954
General administrative expense. (See Gila River.)		
Construction:		
Roads. (See Gila River.)		
Irrigation	$5,000	$5,235
Building and utilities. (See Gila River.)		
Health, education, and welfare. (See Gila River.)		
Resources management:		
Forestry. (See Gila River.)		
Agricultural extension. (See Gila River.)		
Credit. (See Gila River.)		
Soil and moisture conservation. (See Gila River.)		
Roads. (See Gila River.)		
MITP. (See Gila River.)		
MOBU. (See Gila River.)		
Irrigation	1,000	800

7. Main problems, disagreements among the Indians regarding landholdings.

MARICOPA (AK-CHIN) RESERVATION

(Maricopa (Ak-Chin) Band of Papago Indians)

Not incorporated under act of June 18, 1934. No approved constitution and bylaws. Population, 139 (1950 census).

Community council

No elected community council. General council, of which Jaun Norris is chairman, and George Lewis, secretary.

Land

Area:	Acres
Tribal	21,840
Irrigated area operated by Indians	600
Number of improvement leases to non-Indian	12
Number acres leased	11,200

Schools

Day schools, none. All children attend public school in town of Maricopa.

Roads

Miles of Bureau maintained roads:	
1. Primary	2
2. Secondary	3.5
3. Trails	4.5
Miles of road turned over to counties	0
Miles in process of being turned to counties	9

Health

Weekly clinic. Populace has access to Pima Hospital located at Sacaton.

Income

Median income per family (1952):	
1. From agriculture and stockraising	$500
2. Other including wages (excluding welfare)	1,800

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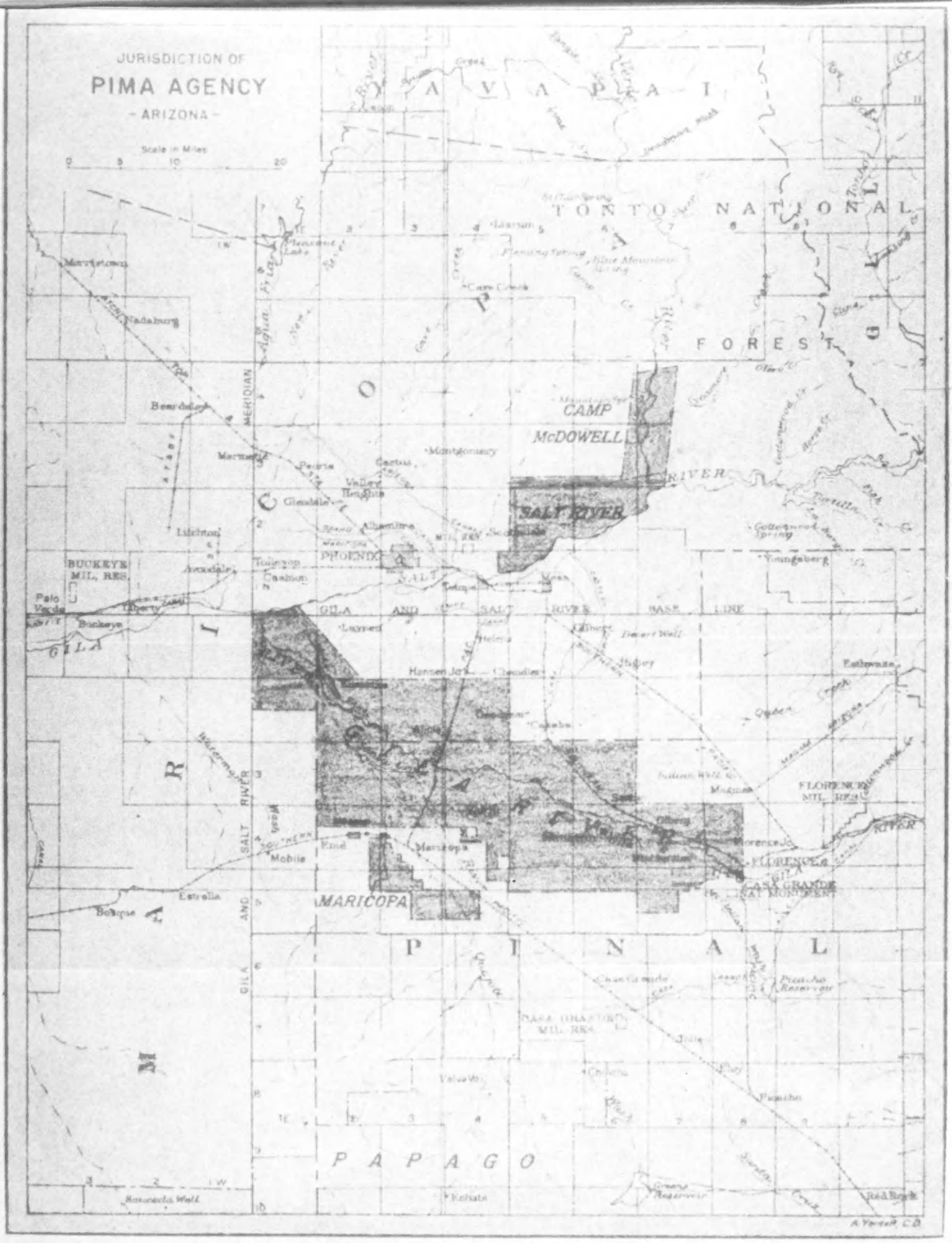
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GILA AND SALT RIVER BASE LINE
GILA AND SALT RIVER MERIDIAN
BUCKEYE MIL. RES.
FLORENCE MIL. RES.
CASA GRANDE NAT. MONUMENT
Phoenix
Glendale
Mesa
Tempe
Chandler
Scottsdale
Tolleson
Avondale
Litchfield
Buckeye
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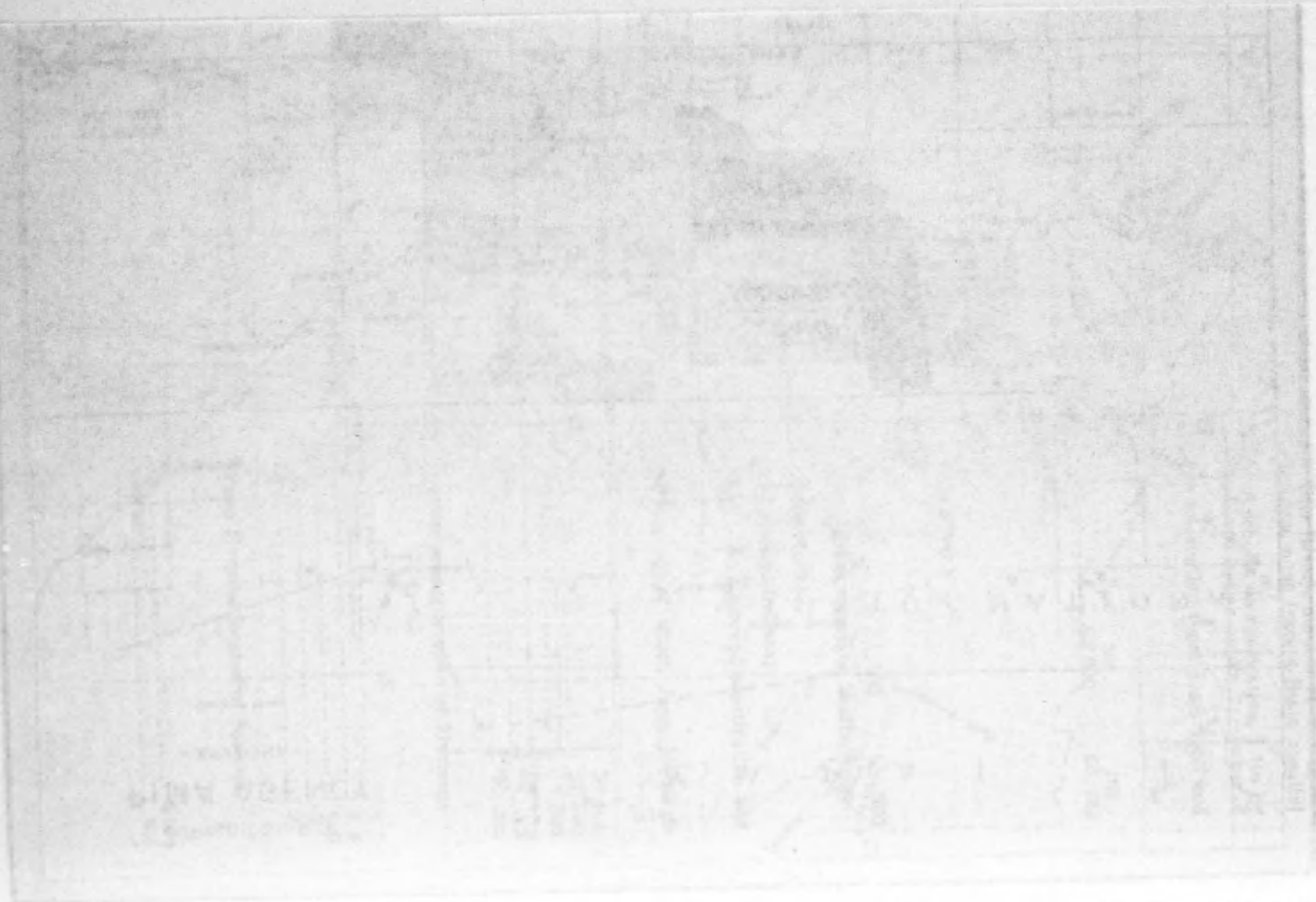

Major problems

1. Law and order.

LAW AND ORDER, GENERAL

The Pima area field office has jurisdiction over four Indian reservations, namely, Gila River, Salt River, Fort McDowell, and Maricopa (Ak-Chin). Headquarters for the four reservations is located at Sacaton, Arizona, on the Gila River Reservation approximately 45 miles southeast of Phoenix. The Gila River Reservation has a land area of 372,022 acres, and an Indian population of 5,260 and is roughly 60 miles in length and 20 miles wide. The Salt River Reservation lies just east of Scottsdale, some 38 miles from Sacaton. It has a land area of 46,623 acres and an Indian population of 1,290. Fort McDowell joins the Salt River Reservation on the north and extends up the Verde River approximately 10 miles. Fort McDowell is approximately 60 miles from Sacaton. It has a land area of 24,680 acres and an Indian population of 202. Maricopa (Ak-Chin) lies some 30 miles southwest of Sacaton, and has a land area of 21,840 acres and an Indian population of 139. In all there is a land area of 465,165 acres and an Indian population of 6,891. (1950 Census.)

Currently there are only two policemen to police the entire area. This, due to the limited appropriations for law and order activities ($12,342, fiscal year 1955). In addition however, the Salt River Tribe employs a policeman part time payable from tribal funds. Likewise, the Gila River Pima-Maricopa Indian Community employs extra policemen on special occasions. The average non-Indian community employs an average of one law enforcement officer for each 1,000 population. Based on an Indian population of 6,891, then, the need for 7 policemen is indicated. However, it is believed that five full-time policemen would be adequate.

The Gila River Pima-Maricopa Indian Community has the only tribal court operating under an approved code of offenses. The other three tribes have adopted this code as their own and violators of the code are brought to Sacaton for trial and incarceration. The Gila River Community employs its own judge and clerk of the court. Subsistence for prisoners is purchased from court fines. The Salt River Pima-Maricopa Indian Community has under consideration a code of offenses, and will establish its own court in due time.

Relations with nonreservation law enforcement officers, State, county, and municipal are very good. For instance the city of Mesa, and likewise Chandler, will hold law violators, awaiting transfer to Sacaton for trial, overnight without charge. Our Indian policemen work very closely with outside law enforcement officers. Likewise, the Federal Bureau of Investigation has been very helpful and most cooperative.

All in all, the Indians of the jurisdiction are, for the most part, law-abiding citizens; however, an adequate police force would most certainly curb many violations and serve as a preventative in cases of predelinquent juveniles.

Juvenile offenses, Maricopa County Superior Court

Year	Indian	Non-Indian	Total
1953	[1] 81	1,638	1,719
1954	[2] 52	1,834	1,886
1955	10	[3]	

[1] 28 referred to the court, 53 disposed of otherwise.
[2] 46 court cases, 6 disposed of otherwise.
[3] No data.

Juvenile cases in order of total offenses: (1) Drunkenness, (2) petty theft, (3) larceny, (4) morals cases.

Indian juvenile offenders, Pinal County Superior Court, May 1, 1954, to April 25, 1955

Total number of juvenile cases in Pinal County Court during the above period 435
Number of juvenile Indian offenders 37
Indian offenders, 8.52 percent, non-Indian, 91.48 percent.

Summary of Indian offenders

Drunk and disorderly 20
Released to White River Reservation 1
Released to Sells (Papago) Agency 3
Released to Pima Agency 3
Released on probation 10
Released on informal probation 3
Drunk and disorderly—illegal use of firearms 1
Released to parents on probation.
Assault with deadly weapon 1
Sent to Fort Grant, correctional institution.
Car theft 4
Probation and restitution.
Theft 2
Informal probation.
Disturbing the peace 1
Release under supervision of police officer, Pima Agency.
Curfew violations 3
Released to family.
Traffic violations 5
Traffic probation.

The clerk of the Pinal County Superior Court stated that juvenile delinquency among Indians was not in the judgment of that court, increasing, but remained about constant. This office concurs in that opinion.

Juvenile cases, tribal court, Pima-Maricopa Indian community, July 6, 1954, to Apr. 26, 1955

Date	Offense	Disposition
July 6, 1954	Disobedience to lawful orders of the court	3 months in jail.
July 26, 1954	Assault, malicious mischief	To be turned over to FBI.
Aug. 9, 1954	Disorderly conduct, theft, escape from lawful custody.	To be under the custody of Loyde Allison until he is 18 years of age.
Oct. 18, 1954	Disorderly conduct	Suspended sentence; was told to join the service as soon as possible.
Oct. 28, 1954	Informal hearing	Transferred to Good Shepherd Home.
Nov. 8, 1954	Disorderly conduct	6 months' probation.
Nov. 29, 1954	do	To be held for protective custody.
Dec. 20, 1954	Disorderly conduct (2)	Held for protective custody.
Dec. 27, 1954	Liquor violation, malicious mischief	Do.
Jan. 3, 1955	Disorderly conduct (2)	1 year probation.
Jan. 17, 1955	Disobedience to lawful orders of court. Malicious mischief.	Held for Dallas to take him to recruiting station.
Mar. 21, 1955	Disorderly conduct (2)	Suspended sentence.
Mar. 22, 1955	Contributing to delinquency of minor. Disorderly conduct. Disobedience to orders of an officer (2).	6 months in jail.
Do	Disorderly conduct. Contributing to delinquency of minor.	1 year probation for both.

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Federal juvenile offenders, Indians from Pima area jurisdiction

[Report covers Jan. 1, 1953, to Dec. 31, 1954. There are no cases since that date]

Name	Age	Charge	Date of arrest	Disposition
Thomas, Bennett	15	Theft	Feb. 17, 1953	3 years.
Scott, Jerry	15	do	do	Do.
Manuel, Edmond	14	do	do	Do.
Ramon, David E	14	Theft Government property.	Apr. 8, 1953	Probation.
Marietta, Simon	16	do	do	Do.
Allison, Raymond D	16	Burglary	Oct. 9, 1953	Def. probation.
Gage, Conrad	15	do	do	Do.
Jackson, Erwin	13	do	do	Do.
McDonald, Everritt	15	do	do	Do.
Thomas, Richard	14	do	Feb. 9, 1954	Probation.
Juan, Arnold	13	do	do	Do.
Kavoka, Norman	17	Rape	Apr. 16, 1954	Do.
Vest, Edmund	16	do	do	Do.
Washington, Allen	16	do	do	Do.
Ramon, David E	15	Probation violation	do	1 year.
Kisto, Titus	16	Theft	Apr. 29, 1954	2 years.
Brown, Patrick	15	do	do	Do.
Thomas, Ronald	15	do	do	Do.
Washington, Leon	18	Rape	May 10, 1954	Probation.
King, Harland	14	Theft	May 18, 1954	5 years.
Jackson, Virgil	13	do	do	Probation.
Juan, Arnold	13	do	June 9, 1954	Do.
Lewis, Frederick	17	do	do	2 years.
Johnson, Charles	15	do	June 11, 1954	Probation.
Jackson, Virgil	13	do	June 9, 1954	2 years.
Percy, Domingo	16	do	do	Probation.
Austin, Norman	16	do	July 13, 1954	3 years.
Austin, Allen Roy	17	do	do	Do.
King, Jacob	14	do	do	Do.
Nelson, Kenneth	14	do	do	Probation.
Smith, Arnold, Jr	12	do	do	3 years.
Thomas, Raymond	14	do	July 14, 1954	Probation.
Stanley, Delmar	14	do	Aug. 17, 1954	Do.
Howard, Carl	12	do	do	Do.
Thomas, Richard	14	Burglary	Dec. 9, 1954	2 years.

NOTE.—Total number of juvenile cases in Federal court Jan. 1, 1953, to Apr. 26, 1955, 194. Number of Indians, 35; number of non-Indians, 159. 22 percent Indian; 78 percent non-Indian.

APPENDIX 30

HOPI INDIAN RESERVATION, KEAMS CANYON, ARIZ.

In making this study, it was the general feeling that juvenile delinquency is a minor problem on the Hopi Reservation considering a reservation population of 3,300 Indians living in 12 villages and the large territory involving 631,000 acres. It should also be understood that the Hopis have a long-established traditional social system, based on strong clan and family relationships, which contribute largely to the control of delinquency.

During the past year 8 boys and 1 girl appeared in the Court of Indian Offenses at Keams Canyon, 2 on charges of liquor violation and 6 on charges of disorderly conduct (drink). Of this group only 1 boy was under 16. Two were second offenders and were sentenced to 60 days in jail, 2 were sentenced to 15 days in jail and the others, including the 15-year old, were released in their parent's custody with a warning to the parents of their responsibility.

During this school year two high-school girls have left school because of pregnancy, but there has been no court action requested or taken. One of these girls has now married. From April 1954, to April 1955 4 unmarried girls have had children on the reservation. Surprisingly enough, older Hopi tradition does not frown on unmarried mothers, but there is a noticeable change in the thinking of the younger generation.

Records at the Hopi General Hospital indicate that two young girls have been treated for a venereal disease within the past year.

Following are tables showing school enrollment of Hopi children:

Keams Canyon Boarding School

I. Enrollment:	
1953–54	174
1954–55	224
II. Enrolled for educational reasons only:	
1953–54	171
1954–55	221
III. Enrolled for social reasons (broken homes):	
1953–54	3
1954–55	3
IV. Enrolled for court action:	
1953–54	0
1954–55	0
V. Number students involved in court action:	
1953–54	0
1954–55	0

School enrollment, Hopi Reservation

Hotevilla	95
Moencopi	97
Oraibi	231
Polacca	158
Shumgopavi	70
Toreva	73
Keams Canyon (day)	84
Total	808

Off-reservation schools

I. Enrollment:	
1953–54	147
1954–55	126
II. Enrolled for educational reasons only:	
1953–54	147
1954–55	119
III. Enrolled for social reasons:	
1953–54	0
1954–55	7
IV. Enrolled for court action	0
V. Number students involved in court action	0

The court of Indian offenses on the Hopi Reservation operates under the code of Federal regulations which provides the jail sentence for any Indian who willfully refuses to send his children to school. The State regulations are followed as to age of school attendance. There has been no necessity to have recourse to legal action.

Absenteeism on the Hopi Reservation has not been a serious problem. The attendance in our schools has reached as high as 98 percent for some months. The lowest percent of attendance very seldom drops below 90 and this occurs only because of sickness and, according to the tribal chairman, the fact that their families who have never received any education themselves or have had no contact with the outside world to see the progress that has been made, feel that education is not necessary or important as they can make just as good a living by following the old ways of living. Some of the more prosperous and progressive Hopi families will send their children to school while other old families, who have had the same opportunity for economic advancement, may feel that education is necessary but not too important to send their children to school. This feeling, however, is not true in every village.

We attribute the high attendance to the relationship between the school and community. The school is the center of the community and people are assisted by the principal in many ways. This helps to promote a mutual working relationship between the school personnel and the parents. When a child is absent from school and no legitimate excuse given, the principal will go to the home and talk with parents. The results from this method are certainly outstanding. In only a limited number of cases (5) in the past year have pupils dropped out and failed to return. These were above the eighth grade and after investigations were made it was learned that the boys were to help with the work, therefore no further efforts were made to get them to return to school.

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The Hopi tribal council has no laws regulating school attendance. They do assist by supporting the schools in every possible way and in encouraging the people of the village they represent to keep their children in school.

This pattern of school attendance carries over when Hopi children leave the reservation. Of 81 Hopi students enrolled at the Phoenix Indian School this year none have dropped out. Of the 45 students enrolled at other off-reservation boarding schools only 1 has returned home this year. Of 22 students who completed the tenth grade in May 1954, 19 have remained in school.

The following factors have proved beneficial in getting and keeping children in school, the curriculum has been carefully planned and organized to meet the needs of Indian pupils, at the same time meeting all State public-school requirements.

PTA organizations have proved an important link between the school and community, stimulating the parent's interest in keeping children in school.

Summer camps provide associations and a friendly relationship between children and leaders. Teachers and principals are the directors at camps. Some schools have sponsored recreational activities during the summer months. At one school location there were 100 children participating when the total school enrollment was 90. Those home from boarding schools took an active part. This was carried out at the day school, using the school's facilities. We believe this program did much toward getting the children interested in school. Play periods are utilized for developing a sensible behavior and influencing the formation of social standards.

The Hopi people readily accept the interest of the schools in almost all phases of their children's lives because of their own great interest in their children's well-being and because of a rapidly increasing realization that the reservation cannot support an increasing population. At the present time the mean income of the Hopi is below $749 a year.

Income and source and distribution, 1952

1. Agricultural income	$204, 658
2. Arts and crafts	15, 000
3. Labor and wages	380, 228
4. Unearned (social security and relief)	107, 800
Total	707, 686
Resident families	630
Farm families	495
Average gross income	$1, 123

Income class:	*Number families*
Under $250	81
$251 to $499	193
$500 to $749	127
$750 to $999	82
$1,000 to $1,249	15
$1,250 to $1,499	37
Over $1,500	95

Mean income is below $749 a year.

A loan examiner position was established and filled March 1, 1955, for the first time, the purpose of whose position is to enable Indians to improve their economic and social conditions. Since then 4 loans have been made, 3 to established enterprises for increased livestock holdings, and 1 for a home. Educational loans are also available for Hopis who desire to secure advance training to enable them to earn a better living.

Welfare services are available for any child or family in need of them, including delinquent children (referred by the court) and children showing predelinquent tendencies. All cases involving juveniles are heard in a closed court with only the court officials, the social worker, the child and his parents present. All such cases are referred to the social worker for service, but as indicated earlier, there have been very few. Welfare services are furnished primarily by 1 social worker and 1 policeman receiving cooperation from education and health personnel as needed.

Law and order work for the entire Hopi Reservation, with a normal resident population of 3,300 is handled by 1 Indian police officer who is paid from gratuity funds. On special occasions, such as ceremonials and other tribal gatherings, he

is assisted by deputies who are paid from tribal court funds. There is a noticeable increase in law enforcement problems due to the following factors:

1. Repeal of the Indian liquor law.
2. Better roads and transportation facilities enabling the Hopis to get out to the neighboring towns.
3. Attitude of returning veterans.

Many older Hopis point out that these boys left the reservation before they were initiated into the traditional Hopi religion; hence their indifference to the ban against drinking.

The total allotment for law and order for the fiscal year 1955 is $4,114. A special budget request has been submitted totaling $37,574 which would permit construction of a new jail and an additional police officer with needed equipment. The approximately 5,000 Navahos surrounding the Hopi Reservation create additional problems of liquor control, trespass and thefts of livestock.

This report was read and discussed with the chairman of the Hopi Tribal Council and he was in agreement with the facts presented herein.

APPENDIX 31

Indian population of Arizona by counties, Apr. 1, 1950

	Total	Male	Female
The State	65,760	33,422	32,338
Apache	20,267	10,230	10,037
Cochise	29	15	14
Coconino	7,898	3,991	3,907
Gila	2,693	1,350	1,343
Graham	1,183	609	574
Greenlee	192	111	81
Maricopa	4,714	2,357	2,357
Mohave	676	412	264
Navaho	14,613	7,354	7,259
Pima	6,249	3,216	3,033
Pinal	4,954	2,544	2,410
Santa Cruz	16	9	7
Yavapai	495	261	234
Yuma	1,781	963	818

APPENDIX 32

INTRODUCTORY STATEMENT

The purpose of this Intertribal Institute is to think together, stand together, plan together to meet those problems which we have in common and to voice our opinions as one.

We need to function better. We need to improve the way we do things. Our people need lots of things. We all need to learn more about how to do things.

We need to do things ourselves and we need to create good working relations with the people in towns near us and in the State.

At the last Arizona Intertribal Council meeting, we voted to hold this institute which is cosponsored by the National Congress of American Indians. We have heavy responsibility in each of our reservations, but almost everything goes back to adult education. Of course this does not mean adults going to schoolrooms, but we mean working with families. Maybe we can go a little farther on this by having this institute.

CLARENCE WESLEY,
President, Arizona Intertribal Council.

RESOLUTIONS

Whereas it is the consensus of tribal officials representing the Hyalapai, Gila River Pima-Maricopa, Hopi, Navaho, Papago, San Carlos Apache, Salt River Pima-Maricopa, Supai, and White River Apache tribes of Arizona at this intertribal institute that most problems facing the American Indian people today could be alleviated in some degree if not actually solved in some instances by the action

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of the Indian families living on reservations, whether those problems be in health, sending children to school, enforcement of the law, cooperating with Government officials (tribal, State, and Federal), home improvement, recreation, development of economic enterprises; and

Whereas the majority of the adults on our reservations have had little opportunity for education either in schools, or in informal ways of working through organizations and community agencies, with the result they do not understand the nature of their problems or the problems confronting the tribe as a whole or the surrounding communities and the State; and

Whereas the tribal officials taking part in this institute have agreed that informal, practical work with families on our reservations and the encouragement of small community organizations to improve health, homes, recreation, law enforcement and development of small business or farming enterprises is a pressing need on all our reservations: Now, therefore, be it

Resolved, That each delegation present here report back to its respective council the ideas, experiences, and programs of other tribes and also of non-Indian groups discussed at this institute and urge the tribal council to devote a meeting to discussion of adult training possibilities on the reservation; be it further

Resolved, That each delegation urge its respective tribal council to begin in some way, both on its own efforts and through churches, or schoolteachers, or such other personnel as may be available, and no matter how small an endeavor, to undertake some program in adult training, working with families, and encouraging Indian families to study and organize community service clubs.

Whereas both the Indian population and non-Indian population have rapidly and greatly increased and more people create more problems; and

Whereas modern civilization has caused serious pressures and conflicts upon all people in general and upon the Indian people especially and have caused serious impact on Indian family life; and

Whereas more and more responsibility both in terms of financing and carrying out law enforcement programs have been transferred to the tribal governing bodies and Federal appropriations for law and order have decreased at the same time the need for additional funds has increased, and this is creating a serious situation over which the officials of the tribes here present are deeply concerned; and

Whereas inadequate law enforcement and preventive police work and rehabilitation programs are heavy contributing factors in juvenile delinquency; and

Whereas we believe that juvenile delinquency among the Indian people is no greater, if as great, as the non-Indian population but we are concerned to control and correct the problem as much as possible before it does get any worse: Now, therefore, be it

Resolved, That officials of the Gila River Pima-Maricopa, Hopi, Hualapai, Navaho, Papago, Salt River Pima-Maricopa, San Carlos Apache, Supai, and White River Apache Tribes assembled in the Arizona Intertribal Council—National Congress of American Indians Institute for Tribal Planning in Phoenix, Ariz., April 11–15, 1955, call upon the Phoenix area office and the Bureau of Indian Affairs to request and support realistic and adequate appropriations for law enforcement on Indian reservations over and above the financing by the tribes themselves, and that they work closely with the tribal officials in preparing budget estimates, and further that appropriation requests include an allocation for proper training of tribal police, preventive police work, and rehabilitation of offenders; be it further

Resolved, That the Senate Subcommittee on Juvenile Delinquency support realistic and adequate appropriations by the United States Congress for law enforcement including proper training of police officers, preventive police work, and rehabilitation of offenders and that the subcommittee encourage in every possible way reports, testimony, plans and programs by the Indian tribal officials and the Indian people themselves on the principle that any effort to reduce juvenile delinquency among any people are successful only if the people themselves plan and participate in the programs; be it further

Resolved, That the tribal officials here present take back the report of discussions in this institute on law enforcement which has been prepared by us in the form of questions to stimulate tribal council self-examination and discussion for consideration by our respective tribal councils, and that the officials present here urge their

tribal councils to take steps immediately on a program to improve law enforcement on all applicable points suggested in the question report; be it further

Resolved, That the tribal officials urge their respective tribal councils begin immediately to assemble facts and statistics as justification to support additional appropriations and to prepare for the Senate Juvenile Delinquency Subcommittee hearings to be held in Phoenix on April 29–30; be it further

Resolved, That tribal councils be urged to make effort as soon as possible to get acquainted with local and neighboring county sheriffs, policemen, the State highway patrol, and the Phoenix Police Department with special reference to their police academy training for police officers and to develop friendly working relationships with these officials; be it further

Resolved, That copies of this resolution be sent to all officials, organizations, and others referred to in the resolution.

Whereas transfer of jurisdiction over civil and criminal cases on Indian reservations would in many instances create very serious hardships and result in discrimination and injustice against the Indian people; and

Whereas the word "consultation" as used by many Government officials and others in dealing with Indian tribes is not "consultation" as we understand it; and

Whereas there has been very little "consultation" in fact on any matters, programs, administration, or dealings with the Indian tribes, and decisions are made and actions are taken that we never heard about or did not fully understand; and

Whereas many Government officials have gone ahead and done what they wanted to anyway, against our strong protests after they consulted with us; and

Whereas we strongly and unanimously protest Public Law 280 passed by the 83d Congress in its present form: Now, therefore, be it

Resolved, That officials from the Gila River Pima-Maricopa, Hopi, Hualapai, Navaho, Papago, Salt River Pima-Maricopa, San Carlos Apache, Saupai, and White River Apaches Tribes of Arizona, officially representing these tribes in an institute sponsored by the Arizona Intertribal Council and the National Congress of American Indians Phoenix, Ariz., April 11–15, 1955, call upon the Department of the Interior to support the principle of consent rather than consultation in its report to the Congress of the United States, call upon the Indian subcommittees and the committees on Interior and Insular Affairs to report out favorably the "consent" amendment bills to Public Law 280 as rapidly as possible, and call upon the Congress of the United States to take action as early as possible to amend Public Law 280 to require the "consent" of Indian tribes before any State may assume jurisdiction over civil and criminal cases on Indian reservations; be it further

Resolved, That copies of this resolution be sent to the Secretary of the Interior, the Bureau of Indian Affairs, the chairmen of the House and Senate Committees on Interior and Insular Affairs and to the Indian Subcommittees of both Houses of the Congress; be it further

Resolved, That copies of this resolution be sent to the Arizona Association on American Indian Affairs, the Arizona Commission on Indian Affairs, the Association on American Indian Affairs, the Indian Rights Association, the Institute of Ethnic Affairs, the General Federation of Women's Clubs—Legislative Office, the Arizona Chairman of Indian Affairs for the Federation of Women's Clubs, the National Council of Churches, the National Catholic Welfare Conference and that they be called upon to support our position in this legislation.

DIGEST OF DISCUSSION AND RECOMMENDED STEPS TO BE TAKEN BY TRIBAL COUNCILS ON IMPROVING LAW ENFORCEMENT

In the beginning, Indian tribes were not faced with problems of law enforcement as we know them today. The tribes had remarkably effective says of dealing with offenders, keeping the community peace, and bringing offenders back into constructive participation in the life of the Indian community.

But with rapidly increasing white settlement, driving Indians out of their homes and lands, the forcing of tribes with different languages and customs upon one another, the pressures and impact of foreign ways upon the Indian people, the rapid increase of population—both Indian and non-Indian—conflicts have increased. The American people, through their Government, have usually dealt harshly with the Indian people; they have repeatedly failed to live up to their agreements with Indians; they have exploited the Indian people and their resources and neglected them when the Indian people had nothing the white men wanted.

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These have caused suspicion and loss of initiative and self-respect among the Indian people and placed unbelievable burdens upon their official leaders in carrying out a law and order program. This responsibility has been a joint one between the Federal Government and the Indian tribes, however in the face of increasing law and order problems, Congress has failed to provide sufficient funds and personnel to enable the Indians to cope with the situations resulting from present-day conditions and the pressures and impact upon Indian ways of life.

More and more responsibility, both in terms of financing and carrying out law and order codes, have been placed upon the Indian tribes often without realistic consideration of the means of the tribe to carry this responsibility.

Action to transfer the responsibility from Federal to State government in this area has often been taken without regard to the State's financial ability or willingness to assume the burden.

After 3 days of serious discussion by the tribal officials of their deep concern to improve law enforcement on reservations, and in searching for beginning points and ways to accomplish this improvement, the following digest of thoughts, questions, and recommendations are set forth by the tribal officials participating in this institute for presentation to their respective tribal councils.

Prevention of delinquency

One delegate strongly emphasized that physical punishment does not accomplish the result of correcting the offender. Work must be done with minds and attitudes of person. With the passage of Public Law 280 and other pressure to strip tribal governments of their authority—as well as the deep concern to correct their problems. The delegates feel that immediate and positive program should be undertaken to increase respect and confidence for the tribal law enforcement: Both on part of reservation people and outside. Preventive measures or steps suggested were:

1. All possible steps by tribal council itself.
2. Work through churches, schools, and any other organized groups.
3. Work with families on reservations.
4. Educational trips for community leaders to see recreational facilities, health programs, and social agency services in nearby towns or available to the tribes.
5. Promote organizations and encourage community service clubs or organizations.

Questions to be explored

1. What resources are there for the enforcement of the law and order code on Indian Reservations?
   - (*a*) The Tribal council itself.
   - (*b*) The people.
   - (*c*) The schools and churches.
   - (*d*) County sheriff and attorney.
   - (*e*) State attorney general and highway police.
   - (*f*) City of Phoenix Police Department.
   - (*g*) Area office law enforcement director.
   - (*h*) Local superintendent.

2. Does your tribe have a law and order code? Does it need revision? What help is available to tribal officials in drawing up or revising the code?
   - (*a*) Representative of Bureau.
   - (*b*) Lawyer.
   - (*c*) County or State officials.

3. Does your tribe have enough policemen for adequate law enforcement in all parts of the reservation?
4. Has your tribe, by ordinance, established some reasonable qualifications for policemen to attract men of reasonably good caliber for this work?
5. What provisions do you make for training your policemen both before they go on duty and after (inservice training) for preventive police work as well as enforcement? Are the cars and other equipment adequate for your policemen?
6. Does your police force include a juvenile officer? Does your council try in any way to do special work with youthful offenders to correct them?
7. Have you passed any ordinances to prevent interference by council officials or others in police work or tribal court?
8. Have you passed any ordinances providing penalties against policemen or judges when they show neglect of duty or favoritism? Can you honestly say that the law and order code is enforced strictly and impartially and at all times?

9. Have you, by ordinance, established minimum qualifications for judges? Are they appointed or elected? Can you honestly say that your tribal court administers equal justice to all?

10. Have you studied your jail conditions or asked the Bureau or local officials how to improve the jail, whether the jail is tribal or not? Do you have a sanitary and separate place to hold children?

11. Does your tribe keep accurate and complete records of offenses and arrests?

12. Does your tribal council require a regular audit of court funds? Also case histories?

13. Do you have any kind of rehabilitation program for offenders?
   (*a*) Work program.
   (*b*) Social worker.
   (*c*) Alcoholics Anonymous.
   (*d*) Recreation programs.
   (*e*) Committees of reservation citizens.

14. Does your tribal council try to create good working relations with neighboring sheriffs, policemen, State highway patrol? Does your tribal council try to work with schools and churches to get them to educate the people on the law and order code and respect for law enforcement?

APPENDIX 33

REPORT ON RELOCATION AND EMPLOYMENT PROJECTS TO BENEFIT INDIANS, PIMA AREA FIELD OFFICE, BUREAU OF INDIAN AFFAIRS

AUTHORITY FOR REPORT

Pursuant to the instructions contained in the letter, dated March 25, 1955, from Mr. Peter N. Chumbris, associate counsel for the Senate Subcommittee to Investigate Juvenile Delinquency, to the area directors and superintendents of the Bureau of Indian Affairs, this report is respectively submitted.

GENERAL INFORMATION ABOUT THE SUBJECT

Since the subject, "Report on relocation and employment projects to benefit Indians," encompasses an extremely wide field of endeavors performed by many persons in many separate agencies, it is not wholly possible for all phases of it to be included in a report prepared exclusively by the Bureau of Indian Affairs. This is necessarily so because the functions of the Branch of Relocation, in itself, are of two different and separate groups who work together so that an Indian family can be relocated; these two groups are the agency relocation personnel and the field relocation staffs. Each group works cooperatively with many other groups which are local to the area in which a definite service is obtainable.

On a national scale, the Bureau of Indian Affairs has entered into an agreement with the Bureau of Employment Security. It is understood that the existing agreement is currently being revised so that relocation offices, whether agency or field, can map out programs which will be better suited to meet the Indians' needs.

In Arizona, the problem of employment is twofold in nature. It involves employment on the reservation or, in most cases, employment off the reservation. The first-mentioned is most generally handled by tribal governing bodies; whereas, the problem of finding employment off the reservation must be handled by the joint program of the Branch of Relocation and the Arizona State Employment Service. In years past, the area for which the area relocation office had responsibility included all reservations, colonies and settlements in the States of Nevada and Utah and for that reason, efforts were made to formulate the same type of a joint program which is found in the jurisdiction served by our office. It is necessary that the Branch of Relocation and the Arizona State Employment Service work together with a minimum of duplicated efforts in order to effectuate a two-pronged attack on the problem of off-reservation employment. Where it may have been found to be lagging in the past, the tempo of the services currently being provided are only deterred by lack of funds and personnel.

The relocation program of the Bureau of Indian Affairs is explained in general terms in the pages to follow. A more comprehensive report by the Arizona State Employment Service is to be found in their publication, Expanded Services to Reservation Indians.

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THE RELOCATION PROGRAM

Those of us who have had little or no firsthand experience with American Indians usually think of them as a group whom the march of progress has passed by; a people living on reservations established for them many years ago by Uncle Sam, hunting, fishing and trapping; gathering from time to time for Indian dancing or ceremonials; a colorful people living in a colorful past. At times we may hear that this tribe or that tribe is faring badly and we wonder why. We are probably sympathetic, we believe the Indian should get a better break, we think vaguely that if we could help we would—maybe the Government should do something about it—and then we start thinking about something else.

About three-fourths of the 400,000 Indians in this country live on or close to reservations. These reservations were established during the 19th century chiefly in the region lying west of the Mississippi River. Many of the original reservations were whittled down considerably in size as the Nation's population spread westward and pressure from white settlers increased. Discovery of oil or mineral wealth created a very few rich Indians who received exaggerated publicity. Timber and other natural resources brought prosperity to several smaller tribes. However, most of the land on Indian reservations is of poor quality. It is estimated conservatively that less than three-fifths of the Indians now living on reservations could be supported on a decent standard of living from resources available on the reservation. This is an average. Some small reservations are almost self-sufficient. Most of the larger ones can provide for less than half of their present population. And the population is increasing steadily because of a high birthrate. This means that thousands of Indian families are faced with the alternative of relocating in communities away from the reservation or remaining to a life where in most instances opportunities for self-support are wholly inadequate.

Poverty on the reservations is not a new or recently discovered situation. For the last 30 years at least, various surveys regarding the condition of the American Indian have referred to the inadequacy of reservation resources and the desirability of relocation for part of the population. However, there have been a number of factors which influenced most Indians to choose to live on the reservations, even in destitution, rather than move with their families to non-Indian communities. Probably the chief factor was their desire to live in a familiar culture and retain the emotional security of the reservation which had been home for many years. This was combined with a distrust, based on historical experience, of the white man and his motives, and was further complicated by feelings of personal inferiority and lack of self-confidence on the part of many Indians. Also, and this is quite important, Indians did not have the vocational skills or work experience necessary to earn a decent livelihood. In spite of all this, some Indians did leave. From the very beginning of the reservations there was a small but steady migration of more venturesome or better educated Indians. Many of them achieved wealth and success in the non-Indian communities. But most of the Indians stayed on the reservations and lived in poverty.

In recent years, however, there has been a noticeable increase in the desire of Indian people to leave the reservations. This is not only because of increasing economic pressure, but also because a new self-confidence has been growing in Indians, and with it a healthy curiosity about the outside world and a desire to have the things that non-Indian families have. It took time for these attitudes to develop. Indians struggled through three or four generations with a great feeling of distrust of white people. Many of them still feel this distrust. But over the years more of them have been attending schools; each generation has shown improvement in educational attainment. Many have been acquiring skills of various kinds and have been able to compete successfully with white people. World War II provided an opportunity for thousands of Indians to live and work away from the reservation, either by service in the Armed Forces, where Indians made a splendid record, or by work in defense industries. The outside world began to be aware of the competence of Indian people. But, more important, Indians began to be aware of their own ability to compete with white people, and they came to know increasingly that white people are generally honest and fair and can be trusted.

So now many Indian men and women are convinced that the future for them lies away from the reservation, and they want to leave, and soon. They are asking for help to leave the reservations, to support themselves and their families, and educate their children in the white man's world.

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In recognition of this urgent need, the Bureau of Indian Affairs, with congressional approval, established a program to assist American Indians to settle with their families away from the reservations. Under this program, which is called the relocation program, Indians on reservations are provided realistic counseling and guidance regarding living conditions to be expected away from the reservation, together with information about available opportunities for permanent employment, and they are encouraged to take advantage of these opportunities.

The relocation program is quite small and does not pretend to meet the entire need, but within its limits it has been successful. It has demonstrated that Indians want to leave the reservation and that they can adjust successfully to working and living conditions in non-Indian communities. Indian families have gone to cities throughout the Midwest and Western States. Many of them relocated to the Chicago and Los Angeles industrial areas because there is a relocation office in these cities which can help them get settled and find a job. The workers went into a wide variety of jobs—machine operation, assembly line work, steel plants, plastic manufacturing plants, warehouse and office jobs, typists, practical nursing, etc. A few of them had a specific skill or industrial experience, but most of them had only able bodies and aptitudes for work and the will to work. Indians have proven themselves to be apt learners, conscientious, and painstaking in the details of their work. Most of them did very well, and many employers who had never employed Indians before have asked for more Indian workers.

One cannot generalize about the Indian any more than one can generalize about the white man. Each Indian is an individual with his individual background, development, personality, and characteristics. There are successes and failures as in any other group. Even among Indian groups there are distinct differences based on the differences in tribal cultures, and the extent to which they have been associated with non-Indians. Some Indians can hardly be distinguished from non-Indians. Others are readily distinguishable. There will be problems encountered in assisting some Indians to adjust to new and different living and working conditions. However, most of the Indians who relocate have two characteristics, regardless of the Indian group they come from. These are courage, and the will to improve their lot, the will to find economic security through work and to provide those things for their families which all American families want.

The relocation program is a voluntary program. Indians who apply for assistance in relocation do so voluntarily. The program is to help people help themselves. The Bureau of Indian Affairs wants to assist men and women who do not want to be dependent on the Federal Government and who are willing to take their chances in a free enterprise system. We believe they will make a contribution to any community, and the community of their choice will be giving an opportunity to native Americans to break away from living in isolation and segregation to work and live side by side with their fellow Americans and become a part of the normal economic and social part of the Nation.

The relocation program does not attempt to duplicate or compete with other public employment services. It operates in close cooperation with the Bureau of Employment Security, the various State employment services, and the Railroad Retirement Board. Formal agreements are in effect with the Bureau of Employment Security and the Railroad Retirement Board outlining their responsibilities and the responsibilities of the Bureau of Indian Affairs in connection with job finding activities. Experience in the relocation program to date has indicated that securing employment is only a part and not always the most difficult part of the relocation process. Successful relocation involves many other activities designed to assist Indians to adjust to the new community to which they go. Some of these activities include assistance in securing housing, providing information regarding community facilities, liaison with appropriate social agencies, and followup visits to see how the worker and his family are adjusting and to assist, if necessary, in resolving problems which have arisen.

In all of this work it is the objective of the Bureau of Indian Affairs to make a maximum use of established community welfare agencies and civic organizations. Some Indian workers who have attempted relocation have found that the adjustment to the new community and the new type of work was more difficult than they expected and have returned to the reservation. The cases falling in this category are a distinct minority. The majority have adjusted satisfactorily and are in the process of becoming a part of the normal social and economic life of the community of their choice.

Currently, the number of applications for assistance to accomplish relocation is increasing steadily. Indians have learned of the successful experiences of

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their friends and relatives in relocating away from reservations. During the past 3 years the operations of the program have always outstripped financial provisions made during the appropriate years. The need and interest of Indians in leaving the reservations has been demonstrated.

At the present time the Bureau of Indian Affairs has established field relocation offices in Chicago, Los Angeles, Denver, and Oakland, Calif. It is expected that as additional demands on this program are evidenced and if the Congress of the United States is favorable, additional field relocation offices will be opened in communities that will offer advantages to Indian workers and their families who want to separate themselves from a segregated reservation life.

The Bureau of Indian Affairs, through funds appropriated by the Congress of the United States, has a moderate financial assistance program in operation in connection with the relocation activities. Indian families are assisted on application and on the basis of need. Some Indian families are able and willing to pay the costs incidental to their own relocation. Financial assistance is granted only when needed for the following purposes:

(1) Transportation from point of residence on the reservation to one of the Bureau's field relocation office jurisdictional areas;

(2) Subsistence allowances for traveling costs and for meals en route;

(3) A weekly allowance for subsistence after arrival at point of relocation until the first full paycheck for the new employment has been received;

(4) Shipment of household goods and personal effects.

Inasmuch as the Bureau's relocation program is a voluntary program, the Bureau of Indian Affairs provides no return transportation for relocating families. This understanding is thoroughly covered during counseling at the time the family makes application for assistance in connection with this program.

In November of 1951, officers for the program, which were then called placement officers, were hired for the placement offices at the Phoenix area office and the Papago Agency. The initial staffing of one agency placement officer at Papago and the assistant area placement officer was later supplemented by the area placement officer and a clerk-stenographer at each office.

At the end of the last fiscal year, 1954, the positions at the area office were abolished in accordance with the recommendations contained in the special survey conducted by Mr. Walter Bimson and others. In their place, an office was established at the Pima area field office. The area covered by the former area staff was turned over to the newly created office, but in the transfer, one higher paid position was lost. About that time, the Hopi Agency was also added to the jurisdiction to be served by the new office. Mention is made here of these items because in the statistical data to follow, it will be shown that there has seemingly been a decrease of services. There has not. The program of financial assistance to relocatees has actually grown in the Phoenix area. Cognizance should be taken of the area serviced by the current staff but it would be unfair to compare the effectiveness of the program of relocation at any point because relocatees are different from one another and each is treated as if his case were the only one.

In speaking to applicants from this area, both the Papago and Pima area field office relocation staffs point out to relocatees that it would be hard to measure whether or not they are successful. While it is true that many adult relocatees can make many adjustments in their new environments, that they will enjoy better homes and a better standard of living than the ones which they left on the reservations from which they relocated, that they will be able to gain more confidence and knowledge by mixing with the people with whom they are competing and that their monetary gains derived from steadier and more productive labor are greater than that garnered from seasonal employment found near their reservations, the true measurement of the success of relocatees cannot be measured in terms of dollars earned and the appliances found in their homes; instead, success can only be evaluated in years to come when the effects of the living which they will enjoy are evidenced by what their offspring are doing and how their offspring are living. In short, Indian people who relocate today fully realize that because they come from a general area where there about 95 percent fullbloods, that they are more Indian than most other groups elsewhere, their adjustment may not be fully attained, but their children will surely gain more benefits than they could have ever hoped to provide for them had they remained on a reservation.

Relocation is one program, but it is not the only one. On the San Carlos Apache Reservation, recent surveys conducted under the auspices of the Stanford Research Institute have precipitated a plan for relocation within the State. In days to come, the members of this tribe will thus be afforded a better chance for

earning a living not only through relocation but by acquiring a skill or semiskill during a period off the reservation and then returning to the reservation where they will be able to use the skill thus acquired. Such skills will be utilized in tribal projects and enterprises.

STATISTICS

A. Fiscal years 1953 and 1954 (Phoenix area office)

1. Detail of financial assistance

Item	Fiscal year 1953		Fiscal year 1954	
	Number of persons	Amount used	Number of persons	Amount used
Subsistence en route	154	$1,000.00	105	$347.00
Subsistence, destination	171	7,464.30	156	7,461.55
Transportation, common carrier	146	3,107.60	134	1,390.92
Transportation, mileage	19	187.28	3	33.48
Medical examinations		None		None
Shipment of household goods	20	112.56	28	232.02
Total		11,871.83		9,464.97

2. Relocations (with financial assistance)

	Fiscal year 1953	Fiscal year 1954
Number of single or unattached men	43	28
Number of single or unattached women	12	18
Number of persons in family groups	143	134
Total number of persons relocated through financial assistance funds	198	180

B. Fiscal year 1955 (Pima area field office)

1. Detail of financial assistance

[Figures include estimated and obligated amounts not yet expended]

Item	Number of persons	Amount
Subsistence en route	76	$780
Subsistence, relocation	186	9,915
Transportation, common carrier	152	1,714
Transportation, mileage	19	150
Medical examination	2	40
Shipment of household goods	139	1,388
Total		13,987

2. Relocations (with financial assistance)

Number of single or unattached men	16
Number of single or unattached women	3
Number of persons in family groups	178
Total number of persons relocated through financial assistance funds	197

APPENDIX 34

SUMMARY OF CASES OF 45 INDIAN BOYS IN FEDERAL CORRECTIONAL INSTITUTIONS LISTED ON CHARTS

This is a summary of the cases of 45 Indian boys committed to Federal correctional institutions during 1953 and up to April 1, 1954. Five cases are carryovers

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from 1951 and 1952. The Federal Bureau of Prisons accepted custody of 40 boys during the 15 months beginning January 1, 1953.

These Indian juveniles are in the following institutions:

Federal Correctional Institution, Englewood, Colo	36
National Training School for Boys, Washington, D. C	5
Federal Reformatory, Chillicothe, Ohio	3
Federal Reformatory, El Reno, Nev	1

They come from 14 different States listed below with number from each State and approximate Indian population of that State.

State	Indian population	Number committed	State	Indian population	Number committed
Arizona	93,000	8	Washington	15,000	4
Alaska	34,000	4	Wisconsin	15,000	6
South Dakota	31,000	4	Idaho	5,000	1
Montana	22,000	5	Oregon	4,000	2
Minnesota	19,000	1	Nevada	4,000	2
New Mexico	19,000	3	North Carolina	2,500	1
North Dakota	17,000	3	Colorado	1,000	1

In only one case is the boy detained in his home State, making it apparent that these boys are uprooted and carried far from home and family in order to conform to the present system of Federal jurisdiction on Indian reservations.

EDUCATION

Fourteen of these youth were attending school when the offense was committed. Twenty-five had dropped out of school and 19 of the 25 dropped out before finishing the eighth grade. In most cases the boys were retarded in school. The case histories indicated a good deal of shifting about from school to school, also sporadic attendance, with interruptions of a year or more. Many had been truant or had run away from boarding schools. There is little evidence of encouragement in the backgrounds and little enthusiasm for school on the part of the offenders.

OFFENSES AND PREVIOUS OFFENSES

The boys listed in the chart committed a variety of offenses, and were committed for the following:

Burglary	15
Theft	5
Dyer Act violation	5
Rape	5
Assault with deadly weapon	3
Larceny	3
Manslaughter	3
Robbery, car theft, destroying Government property, breaking and entering	1

Actually most of the offenses were against property and exhibit a tendency on the part of these juveniles to theft. Most of these boys were only committed after a series of brushes with law and order. There were a 106 prior offenses committed by the whole group, these do not include truancy and minor offenses, such as petty theft. Only eight of the boys had no previous official record. It seems from this that Indian boys are allowed quite a bit of latitude in their behavior.

BACKGROUNDS

In general, these boys came from homes of little means and a good many lived under very trying conditions, both of social and economic nature. The homes in general lacked ordinary facilities for recreation and decent living. In two cases water for the home was carried from river or irrigation ditch.

Thirty-two of the boys came from homes broken through death or separation. Little parental supervision was evidenced in any of the homes.

APPENDIX 35

JUVENILE DELINQUENCY AMONG NEVADA INDIANS

Within the Nevada Agency jurisdiction there are 15 reservations and 10 colonies, besides the Stewart Indian School. All of these are on restricted lands. In addition to these there are scattered public domain allotments. There are communities of Indians who have settled on private non-Indian lands or on State or Federal lands. Although these scattered groups living on non-Indian land are not the legal responsibility of the Indian Service, we are frequently called upon by Federal or State authorities to assist with their problems. Particularly, when it involves removal or relocation.

ACCURACY OF STATISTICS

There are approximately 5,000 Indians living on 25 reservations and colonies. The most recent Indian Service census was taken in 1938 and it has been impossible to maintain accurate tribal rolls. All statistics are difficult to obtain and often are incomplete.

BRIEF HISTORY AND BACKGROUND

During the last generation the non-Indian citizens of this country have experienced a great transformation, resulting in improved living conditions, generally, and accompanying upheavals. We are aware of this transformation because we have experienced it. But to compare Indians and non-Indians, most of the Indians of Nevada have lived a quiet life of hunting and fishing. There was generally an abundance of both fish and game. The Indians lived in small bands, or large family groups. Moral codes were simple. The entire group or band directed the children and there were few complicated ceremonies.

During the present generation while the non-Indians were attempting to overcome the disturbances to their social regulations and moral codes, the Indians have attempted to survive a much greater transformation. They have in many instances been encouraged to abandon the old way and to adopt ways that were entirely new and foreign to them. Most Nevada Indians have almost passed through the most dangerous part of this adjustment.

However, all values are not entirely in harmony, this is illustrated by the tables and statistics attached. For example, the families and Indian community places little or no social stigma to Indian custom marriages, illegitimate births or to a jail sentence. On the other hand, they do see the value and importance of education and the average daily attendance is above that of non-Indians in the same school, despite unusual handicaps and without resort to school attendance laws.

Considering the background of the Nevada Indians and their problems of integration and the radical changes in economics, values, and codes, it was most fortunate for the Indians that the Indian Service was established by Congress. As the Indians of Nevada have become educated the Indian Service has withdrawn.

At one time, there were several (4 or 5) superintendents with complete staffs in Nevada. For example, at Nixon there was an agency office fully staffed, a boarding school, day school, and hospital. Today, there are no Indian Service employees on the Pyramid Lake Reservation. Consolidation of Western Shoshone and Carson Agency into the Nevada Agency was the last consolidation in January 1, 1951, before that, was Walker River Agency, Pyramid Lake Agency, etc.

More recently, in 1950, all public health nursing was contracted with the State public health service. State of Nevada under contract operated day schools. The last contract with the State of Nevada, April 1, 1955, was for all extension service to Indians.

As the special services have been completed, the Indian Service has transferred them and reduced its control and responsibility. There are groups (colonies) which we feel are now ready to survive and succeed without any special services from the Indian Service and H. R. 3239 is now in Congress, which will give them unrestricted title to their land.

Some of the other groups are about ready and some are far from prepared yet.

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Services Provided for Facilitating the Adjustment of Nevada Indians

LAW AND ORDER

Most of the Indian people cannot earn a living on their reservation therefore, most of them must leave the reservation for employment. Off-reservation employment may be for a few weeks duration in seasonal agricultural work. The family head may accept several such employments in the course of a year, or the entire family may leave the reservation for employment for 1 or more years at a time.

The residents of the colonies all have jobs off the colonies. This system together with the scattered Indian communities has caused serious law-enforcement problems. The Indian people live part time under tribal law inadequately enforced and part time under State law. In addition the tribes have no funds in which to pay for law enforcement and the Federal appropriations have been completely inadequate. For example, fiscal year 1955, the allotment of $16,549 funds to provide law enforcement for 5,000 Indian people in 25 communities located on Federal land over the entire State of Nevada and part of 3 other States amounted to approximately $3.30 per capita. The year of 1954, the city of Reno appropriated $426,000 or a per capita of $10.43. This provided law enforcement for 41,000 residents within the area of 10½ square miles. The various Indian councils and committees have petitioned the Indian Service and Nevada representatives in Congress to be permitted to come under the State's legal jurisdiction. As a result of Public Law 280 the Nevada Legislature in the 1955 session has passed S. B. 123, which will permit Nevada Indians to come under State legal jurisdiction. This should eliminate the problem.

Western-Shoshone Tribal Court—Adult cases, 1953–54

	Male	Female	Total
Drunk and disorderly	90	40	130
Reckless driving	11	5	16
Assault and battery	5	4	9
Contributory delinquency	11	5	16
Nonsupport	2		2
Petit larceny	10	4	14
Liquor violations	33	19	52
Illicit cohabitation	5	5	10
Escape	5		5
Abduction	1	2	3
Giving venereal disease to another	2	2	4
Fraud	1	1	2
Intoxicated in or about a car	6	2	8
Drunk driving	16	3	19
Total	198	92	290

Nevada Indian Agency annual report, 1954—Adult cases which were processed by Indian service officers in justice of peace and tribal courts

	Males	Females	Total
Drunk and disorderly	58	12	70
Reckless driving	11		11
Drunk driving	7	2	9
Child neglect	1	4	5
Assault and battery	15	1	16
Contributory delinquency	9		9
Divorce actions	5		5
Nonsupport	11		11
Larceny	9	1	10
Liquor to minors	2		2
Theft	1		1
Disturbing peace	3		3
Referred cases to FBI	5		5
Disobedience court order	2		2
Liquor violations	22		22
Total	161	20	181

Special officer's report, investigation of cases, Indian minor children, 1954[1]

Sex	F	M	F	M	F	M	F	M	F	M	F	M	F	M	Total
Age	12	12	13	13	14	14	15	15	16	16	17	17	18	18	
Juvenile cases handled															
Burglary	1					2		11		2		2		3	21
Attempted rape						1									1
Contributory delinquency										2				1	3
Assault with intent to commit robbery												1		1	2
Grand larceny										1		1		5	7
Disturbing the peace												2			2
Incorrigible liquor problem			2		2	4	1	5		5					19
Assault with a deadly weapon										1		1		1	3
Drunk and disorderly								1		1		3			5
Curfew violations					2		1								3
Total	1		2		4	7	2	17		12		10		11	66

[1] Does not include Western Shoshone tribal court cases.

Disposition

Stewart Boarding School	1
Nevada Industrial School	2
To parents	63

Home conditions

1. Living with both natural parents	48
2. Living with widowed mother	8
3. Living with mother and stepfather	4
4. Living with father and stepmother	2
5. Living with mother	2
6. Living with father	1
7. Orphan	1
Total	66

Western-Shoshone Tribal Court—Juvenile cases, 1953–54

Sex	F	M	F	M	F	M	F	M	F	M	F	M	F	M	Total
Age	12	12	13	13	14	14	15	15	16	16	17	17	18	18	
Illicit cohabitation									1			1			2
Disorderly conduct								3		4		4		9	20
Reckless driving									3	2		4	1		10
Abduction										1	1				2
Assault										2	1			5	8
Malicious mischief						3						1			4
Theft										2					2
Liquor violations							2			5		3		2	12
Intoxicated about auto													1	2	3
Disobedience court order						2		3		2	2	4	2	1	16
Total						5	2	6	4	18	4	17	4	19	79

EDUCATION

All education of Indian children of Nevada has been placed under the Johnson-O'Malley contract with the State of Nevada, except the Stewart Boarding School and the McDermitt Day School. The McDermitt Day School will be included in the contract for the fiscal year 1957, provided facilities for the consolidated school is completed by that time. The Stewart Boarding School is being utilized by overage Navaho children and children from Nevada who have no high-school facilities available, or those from undesirable home conditions.

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The Bureau and the State has placed a top priority on the integration of the Indian children in public schools. This step has been accepted exceptionally well by both the Indians and the non-Indians and the statistics on school attendance will affirm this statement.

STATE OF NEVADA,
DEPARTMENT OF EDUCATION,
INDIAN EDUCATION DIVISION,
Carson City, April 26, 1955.

Mr. BURTON A. LADD,
Superintendent, Nevada Indian Agency,
Stewart, Nev.

DEAR MR. LADD: Transmitted herewith is a study of attendance of Indian students in public schools of Nevada for possible use in connection with the Senate subcommittee hearings on juvenile delinquency on Indian reservations. The attendance data is for the 1953–54 school year and the study has been divided into two parts for comparative purposes. The first part concerns Indian students in public schools who reside with their parents in Indian colony settlements located within or near the corporate limits of Nevada towns and cities. The second part of the study concerns Indian students who reside with their parents on Indian reservations located at a distance from school, or who attend a school located within the boundaries, which necessitates transportation. The purpose in making this division was that of ascertaining if any appreciable difference existed in the percentage of attendance of both groups.

The attendance data was secured from the monthly reports submitted to the Indian Education Division by the schools participating in Johnson-O'Malley contract funds.

An analysis of the study of both groups of Indian students indicates that there is no difference in percentage of attendance of those students who reside on a reservation and attend a school located on the reservation, or attend a school to which they must be transported; and those students who reside in Indian colonies and attend local schools which are within walking distance. The percentage of attendance of both groups is exceptionally good and compares favorably with the attendance of non-Indian students. It can be concluded, therefore, that the attendance of Indian children in the public schools of the State of Nevada presents no serious problems and has little or no bearing on the incidence of juvenile delinquency.

The percentage of attendance for the total enrollment of schools located in urban areas seems to be lower than anticipated and there is a possibility of statistical error. The probable explanation for the variation can be attributed to the nature of Nevada communities, particularly Elko, Ely, Yerington, and Reno, where the lower percentages of attendance are reflected. This is due to the fact that these areas have a very high rate of population movement in and out of the community. This fluctuation in enrollment is probably the cause of the lower attendance percentages. The Indian population in each of these communities is very stable as reflected in the higher percentage of attendance when compared with the entire school enrollment.

I trust that this information will be of help to you in the study of juvenile delinquency among Indians.

Sincerely yours,

E. A. HAGLUND,
Supervisor, Indian Education Division.

Study of attendance of Indian students, 1953–54

URBAN AREAS—STUDENTS ORIGINATING FROM COLONIES LOCATED WITHIN THE ENVIRONS OF THE CITY

	Average total school enrollment	Total average daily attendance	Percent	On-reservation enrollment	On-reservation average daily attendance	Percent
Carson City	847	817.060	96.46	16	14.89	93.06
Consolidated No. 1, Pershing County	311	287.000	92.28	24	21.88	91.17
Elko Consolidated	936	748.130	79.94	20	18.29	91.45
Elko County High School	285	264.680	92.97	7	6.27	89.57
Ely Elementary	761	612.729	80.52	21	18.70	89.05
Pershing County High School	146	134.040	91.81	9	8.64	96.00
Reno No. 10	6,870	6,172.770	89.85	73	67.04	91.84
Wadsworth	56	51.54	92.04	15	14.26	94.07
Yerington Elementary	603	550.320	91.26	36	32.53	90.36
Total	10,815	9,591.883	88.69	221	202.50	91.63

SCHOOLS LOCATED ENTIRELY ON RESERVATION OR WHOSE INDIAN STUDENTS EMANATE FROM A RESERVATION

Churchill County High School	378	348.580	92.22	15	12.66	84.40
Consolidated No. 1, Douglas County	284	265.930	93.64	34	31.81	93.56
Consolidated B, Churchill County	861	783.810	91.03	25	22.75	91.00
Douglas County High School	86	81.480	94.74	8	6.72	84.00
Duckwater	34	31.196	91.75	29	25.59	88.24
Educational District No. 1, Clark County	423	359.000	84.87	27	24.65	91.30
Fernley High School No. 4, Canal No. 15	179	164.270	91.79	39	35.90	92.05
Natchez (Nixon)	64	60.530	94.58	60	56.72	94.53
Ruby Valley	15	13.580	90.53	12	10.08	84.00
Schurz	99	92.290	93.22	88	81.33	92.42
Swayne (Owyhee)	253	232.940	92.07	241	222.15	92.18
Upper South Fork (Lee)	39	33.360	85.54	30	27.29	90.97
Yerington High School	203	171.490	84.48	23	21.21	92.22
Yumba (Reese River)	31	28.310	91.32	31	28.31	91.32
Total	2,949	2,666.766	90.42	662	607.17	91.72

SUPPLEMENTARY REPORT

Memorandum to: Mr. Burton A. Ladd, Superintendent, Nevada Indian Agency
From: Indian Education Division, Nevada State Department of Education
Subject: The Enactment of Ordinances by Indian Tribal Councils Authorizing Enforcement of State Public School Attendance Laws on Indian Reservations in Nevada

The Indian Education Division of the Nevada State Department of Education has, on the basis of studies of attendance of Indian children in public schools either on or off reservations, reached a firm conclusion that the enactment of ordinances by tribal councils which enable the enforcement of public school attendance laws on Indian reservations has had little or no effect on school attendance. The enactment of such ordinances has been more in the nature of a formality, but which might prove useful in the event that the legality of such enforcement was contested insofar as reserved lands were concerned.

The State Department of Education in Nevada has been able to integrate all but one of the Indian Bureau day schools into the public school program. It has been the policy of the Department of Education that the establishment of a public school on an Indian reservation also establishes and puts into effect the provisions of the State School Code relative to compulsory school attendance. This policy is based on the premise that a public school, wherever established, must operate in accordance with the State school code in order to be eligible for any and all State aids. Accordingly, when Indian Bureau day schools were converted to public schools the attendance requirements were established on a basis similar to all other schools in the State. The approval by Indian tribal councils of the establishment of public school facilities on the reservations was also construed as approval of enforcement of State school attendance laws.

According to records available at Nevada Indian Agency, three tribal councils, namely, Washoe, Stillwater, and Reno-Sparks, enacted ordinances in 1949.

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A study of school attendance in these areas indicates no appreciable difference prior to nor after the enactment of such ordinances. A similar study of attendance percentages on reservations where no such ordinances were enacted indicates no disproportionate percentage of attendance. In some cases, attendance in areas without ordinances is appreciably higher than elsewhere.

It can be safely concluded that public school attendance ordinances enacted by tribal councils have little or no effect on attendance. School attendance problems involving Indian children residing on reservations are handled in the manner prescribed by the State School Code and by local school authorities. Fortunately, very few attendance problems occur. On a State level, the percentage of attendance of Indian children is very high as shown in the previous study and is on an average equal to or better than the general average in the State.

School census, 1953–54

School	On-Reservation children	Off-Reservation children	School	On-Reservation children	Off-Reservation children
Austin		13	Schurz	106	
Battle Mountain	11	1	Tonopah		3
Beatty		2	Upper South Fork-Lee	32	
Beowawe		5	Wadsworth	15	
Carson City	19	70	Yerington (Colony and Campbell Ranch)	46	5
Douglas County (Minden-Gardnerville-Dresslerville	44	12	Sparks		7
Duckwater	31		Las Vegas		12
Eureka		9	Hawthorne		21
Education District No. 1 (Moapa, Overton, Logandale)	30	9	Sutcliffe		2
Elko	30	18	Tungsten		4
Ely Elementary	26		East Walker		1
Fallon	38	10	Imlay		5
Lovelock	13	8	Winnemucca		5
(Swayne-Owyhee)	253		Wells		11
Pyramid Lake	93		Carlin		5
Reno	75	15	Pahrump		7
Ruby Valley	13		Smith Valley		6
			Curry		4
			Dayton		4
			Mina		4

WELFARE

The last session of the Nevada Legislature passed AB 33, an act providing aid to dependent children. The State had previously had old-age assistance and aid to the blind but it is the last State to fully comply and participate under the Federal Social Security Act.

The State's help under Social Security should make it possible for many of our Indian homes to be reunited and provide maternal supervision to the small children.

The agency welfare branch has attempted with 1 social worker and 1 clerk-stenographer and very limited funds to provide service to all reservation Indians in Nevada.

With the relief that the State will provide (336 children eligible for ADC), the agency welfare staff will be able to give much better service, limited financial aid but much more advice and planning.

Summary, boarding home children

Cases	*Number*
Intoxication	3
Court action, neglect, home conditions	4
Parental neglect	8
Abandonment	9
Orphan	1
One-half orphan	6
Tribal court action, mother unfit, father in service	1
All rights to child relinquished by mother	2
No suitable educational facilities at home for crippled child on reservation	1
Total	35

NEVADA INDIAN AGENCY, STEWART, NEV.

Children either in boarding school or on assistance roll

Reasons	Number of children
1. Home conditions	90
2. Broken homes	65
3. Orphan, one-half	116
4. Orphan, full	22
5. Deserted	15
6. Health reasons	27
7. Behavior problems	3
Total children	338

Following information received from Western Shoshone Agency by telephone not included in above:

Reasons	Number of children
1. Orphan, one-half	6
2. Deserted	5
3. Behavior problems	11
4. Father unknown	5
Total possible ADC cases	27

Reasons children in boarding school or on assistance roll

1. Home conditions very bad, constant drunkenness and squalor	7
2. Mother drinks exceedingly, State court terminated guardianship of mother	2
3. Father constant user of alcohol, cannot hold down a job to support family	10
4. Family exceedingly poor and overcrowded, father unable to support large family	19
5. Home poor, mother frequently hospitalized, chronic arthritis	1
6. Bad home conditions, parental neglect	15
7. Neglect on part of father, mother works to support family	6
8. Parents transient travelers to labor camps for seasonal work	3
9. Father in prison, mother unable to work with small children in home	12
10. Mother in prison, father deceased	2
11. Father deserted family, mother unable to support family	17
12. Mother deserted, father unable to give children proper care	2
13. Father in jail constantly, mother receives welfare aid	19
14. Father unknown, mother unable to work with small children in home	26
15. Mother in sanitorium, father unable to give children proper care	3
16. Mother in mental institution, father deceased; guardian, sister	2
17. Father handicapped, cannot do heavy work to support family	29
18. Tuberculosis in home, children in boarding school	5
19. Broken home, mother working away from home	1
20. Father deceased, mother unable to support children, condition poor	44
21. Mother deceased, home environment bad, children neglected	14
22. Mother deceased, father unable to give children proper care	4
23. Father deceased, mother's address unknown	1
24. Mother deceased, father abandoned children	2
25. Parents whereabouts unknown	7
26. Mother deceased, father is too old to work	3
27. Full orphans, no guardians	2
28. Full orphans with relatives	6
29. Mother deceased, living with relatives, guardian	1
30. Children living with grandparents, father unknown	6
31. Children with relatives, parents unfit	5
32. Home needs supervision. Bad conditions, improper care, exposed to immoral conditions	5
33. Father and mother separated, father unable to give proper care to children	8
34. Lives in home of stepmother, crowded conditions, 13 in one room 12 by 14	2
35. Father and mother separated, alcoholism and constant fighting	5

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Reasons children in boarding school or on assistance roll—Continued

	Number of children
36. Father and mother separated, father out of home, nonsupport	26
37. Mother deceased, children live in home of stepmother with 2 sets of family	2
38. Father deceased, children live in home of stepfather with 2 sets of family	5
39. Home with father and stepmother, conditions bad, constant drinking	2
40. Home with mother and stepfather, conditions bad	6
41. Mother deceased, crowded home conditions, cannot get along with stepmother	1
Total children	338

Contract No. _____

CONTRACT BETWEEN THE NEVADA STATE WELFARE DEPARTMENT AND THE BUREAU OF INDIAN AFFAIRS FOR THE CARE OF CHILDREN WITH ONE-FOURTH OR MORE DEGREE OF INDIAN BLOOD WHO HAVE RESIDENCE ON TRUST OR RESTRICTED TAX-EXEMPT, INDIAN-OWNED LAND IN NEVADA

This agreement is made by and between the United States, acting through the area director of Indian Affairs, at Phoenix, Ariz., and the Nevada State Welfare Department hereinafter referred to as the "Department."

ARTICLE I

The Department agrees:

1. To accept under this contract for care, only such children as are certified to it by the Commissioner of Indian Affairs or his authorized representative. Such children shall have one-fourth or more degree Indian blood and residence on trust or restricted tax-exempt, Indian-owned land in Nevada at time of certification.

2. To furnish foster-home care to children accepted under this contract. Such care shall include, but not be limited to, subsistence, clothing, and incidentals. Major medical and dental service will not be provided under this contract.

3. To make payments for foster care of children covered by this contract at the same rates as the rates established for other children under care of the Department.

4. That no child shall be removed from his family home without the permission of that person legally responsible for him. If such permission is not given, the Department shall secure appropriate legal action before the child is removed.

5. To determine guardianship for all children accepted for care; and, when necessary, request appropriate legal action to establish guardianship.

6. To accept for study and recommendation:

(*a*) Children referred by the Nevada Agency for adoptive placement.

(*b*) Married couples wishing to adopt a child.

7. To supervise homes in which children have been placed for adoption until completion of adoption.

8. To maintain a case record for each child which shall be available for review periodically by the area social worker or a designated representative of the Bureau.

9. To make available all pertinent financial and related records for the United States to audit expenditures under this contract.

10. Not to discriminate against any employee or applicant for employment because of race, color, creed, or national origin, and shall require an identical provision to be included in all subcontracts hereunder.

11. To admit no member of or delegate to Congress or resident commissioner to any share or part of this contract or to any benefit that may arise therefrom, with a corporation for its general benefit.

ARTICLE II

The Indian Bureau agrees to provide within limits of available resources, and when authorized by the superintendent of the Nevada Agency or his designated representative, hospitalization, surgery, and other health services normally furnished all Indians.

Financial agreement

ARTICLE III

The Bureau agrees:

To advance to the Department, at the beginning of each quarter, funds in an amount sufficient for that quarter to meet the estimated costs of care for children covered by this contract. If during a quarter the quarterly advance is found to be insufficient, additional advances may be made upon the request of the Department.

The Department agrees:

1. To refund by June 5, 1955, any unobligated portion of the last quarterly advance by check drawn to the Treasurer of the United States.

2. To submit quarterly estimates 15 days prior to the quarter for which funds are requested.

3. To furnish on forms provided by the Bureau, a monthly voucher against the quarterly advance, supported by the name of the foster mother, name of the child, dates of care and cost of care. This voucher shall be submitted by the 10th of each month following the month covered.

The provisions of this contract may be amended by mutual consent of the two parties to the contract.

The provisions of this contract shall be administered under the provisions of the Nevada State plan, a copy of which is attached, and is a part of this contract.

The term of this contract shall be from the date of acceptance of the first child to June 30, 1955.

This agreement is subject to appropriations made by the Congress from year to year of moneys sufficient to perform the services provided for herein. No liability shall attach to the United States in consequence of such execution if Congress fails to make an appropriation for such contracts for the fiscal year for which the services are required.

This agreement is negotiated pursuant to authority of section 302 (c) (9) of the Federal Property and Administrative Services Act of 1949, as amended (41 U. S. C., 1946 ed., Sup. V, sec. 252), redelegated by the Secretary of the Interior to the Commissioner, Bureau of Indian Affairs, under Order 2508, Amendment 7, dated February 19, 1954 (19 F. R. 1123).

The State Welfare Director of the Nevada State Welfare Department has the power to sign and execute, in the name of the State by "the State welfare department," any contract or agreement wth the Federal Government or its agencies. (Nevada State Welfare Act, ch. 327, 1949 Statutes of Nevada, sec. 9, art. 1, as amended 1951 and 1953).

In witness whereof the undersigned have subscribed their names.

Area Director, Bureau of Indian Affairs

Date ---

Department

By ---

Title ---

Date ---

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Appendix 36

Statistical Data on the Indians of California and Their Resources by Reservations and Rancherias

1. Population

Reservation	Tribe	Total	Number under 18 years	Number of females	Number of males	Number of full-blood
1. Agua Caliente (Palm Springs)	Agua Caliente Band of Mission Indians.	74	48	43	31	30
2. Alexander Valley	Wappo	49	15	20	29	5
3. Alturas	Pit River	11	4	4	7	7
4. Auburn	Maidu mixed	82	27	25	57	8
5. Augustine	Mission	17	1	7	10	16
6. Barono Rancho	do	66	24	31	35	23
7. Berry Creek		0	0	0	0	0
8. Big Bend (Henderson)	Pit River	10	5	5	5	4
9. Big Lagoon	Yurok	6	4	4	2	0
10. Big Pine Tract	Paiute	22	14	12	10	14
11. Big Sandy (Auberry)	Mono	101	29	65	48	84
12. Big Valley Rancheria	Pomo	124	59	71	53	59
13. Bishop Tract	Paiute	289	109	141	148	66
14. Blue Lake Rancheria	Blue Lake	65	7	35	30	17
15. Buena Vista Rancheria	Me-Wuk	5	1	3	2	5
16. Cabazon	Mission	28	9	11	17	21
17. Cache Creek	Pomo	9	3	5	4	8
18. Cachil Dehe (Colusa)	Wintun	58	21	26	32	25
19. Cahuilla	Mission	93	34	47	46	70
20. Campo	do	125	46	60	65	109
21. Old Capitan Grande	do	17	4	14	3	5
22. Cedarville	Paiute	[1] 15	[1] 5	[1] 8	[1] 7	10
23. Chemehuevi	Chemehuevi	325	0	165	160	0
24. Chicken Ranch (Jamestown)	Me-Wuk	7	0	2	5	2
25. Chico	Mixed	50	28	19	31	4
26. Cloverdale	Pomo	18	1	10	8	5
27. Cold Springs (Sycamore)	Mono	46	14	20	26	42
28. Colfax		0	0	0	0	0
29. Cortina	Me-Wuk	5	0	1	4	0
30. Coyote Valley	Pomo	26	14	18	8	4
31. Crescent City (Elk Valley)	Crescent City	41	17	23	18	17
32. Cuyapaipe	Mission	3	0	2	1	3
33. Dry Creek (Geyserville Rancheria).	Pomo	28	7	14	14	20
34. Enterprise (2 Parcels)	Maidu	37	17	12	25	1
35. Fort Bidwell	Paiute	99	33	39	60	95
36. Fort Independence	Paiute	69	[1] 20	31	38	0
	Shoshone	5	1	5	0	0
37. Fort Yuma	Yuma	979	[1] 293	479	500	[1] 881
38. Graton (Sebastopol)	Pomo	4	1	2	2	1
39. Greenville	Maidu and mixed	[1] 40	[1] 18	[1] 15	[1] 25	[1] 6
40. Grindstone Creek Rancheria	Wintun	35	21	12	23	10
41. Guidiville Rancheria	Pomo	26	6	12	14	20
42. Hoopa Valley	Hoopa	589	203	322	267	158
43. Hopland	Pomo	79	33	31	48	24
44. Inaja-Cosmit	Mission	30	6	13	17	23
45. Indian Ranch	Shoshone	[1] 5	5	2	3	5
46. Jackson Rancheria	Me-Wuk	5	2	1	4	4
47. Klamath Strip	Yurok	913	232	496	417	235
48. La Jolla	Mission	235	70	104	131	74
49. La Posta	Mission	0	0	0	0	0
50. Laytonville	Caddo and mixed	83	34	52	31	0
51. Likely		0	0	0	0	0
52. Lookout (2 parcels)	Pit River	50	15	27	23	10
53. Lone Pine Tract	Shoshone	28	10	21	7	8
	Paiute	27	12	14	13	15
	Other	2	6	2	0	1
54. Los Coyotes	Mission	91	31	39	52	58
55. Lower Lake	Pomo	4	0	2	2	0
56. Lytton	do	8	4	5	3	0
57. Manchester (Point Arena)	do	123	73	62	61	42
58. Manzanita	Mission	63	26	36	27	31
59. Mark West	Pomo	1	0	0	1	0
60. Mesa Grande	Mission	241	94	106	135	32
61. Middletown	Pomo	26	12	12	14	10
62. Mission Creek	Mission	20	7	11	9	5
63. Montgomery Creek	Pit River	3	0	2	1	0
64. Mooretown		0	0	0	0	0
65. Morongo	Mission	316	93	144	172	113
66. Nevada City	Maidu	12	3	8	4	1
67. North Fork	Mono	7	1	2	5	4

[1] Estimated.

1. Population—Continued

Reservation	Tribe	Total	Number under 18 years	Number of females	Number of males	Number of full-blood
68. Pala	Mission	223	67	109	114	73
69. Paskenta	Wintun	2	0	1	1	0
70. Pauma and Yuima	Mission	66	23	29	37	38
71. Pechanga	do	211	45	102	109	68
72. Picayune	Chukchansi	25	14	13	12	11
73. Pinoleville	Pomo	70	24	35	35	14
74. Potter Valley (2 parcels)	do	15	7	8	7	7
75. Quartz Valley	Shasta	[1] 120	[1] 21	[1] 60	[1] 60	6
76. Ramona	Mission	0	0	0	0	0
77. Redding (Clear Creek)	Mixed	30	10	17	13	0
78. Redwood Valley	Pomo	37	24	20	17	21
79. Resighini (Coast Community)	Yurok	28	17	12	16	4
80. Rincon	Mission	191	68	85	106	43
81. Roaring Creek		0	0	0	0	0
82. Robinson	Pomo	47	12	23	24	22
83. Rohnerville	Bear River	31	14	17	14	6
84. Round Valley	11 tribes intermarried	802	313	414	388	87
85. Ruffeys	Ruffy	[1] 10	[1] 4	[1] 5	[1] 5	[1] 3
86. Rumsey	Wintun	20	8	10	10	19
87. San Manuel	Mission	49	15	26	23	29
88. San Pasqual	Mission	9	6	5	4	1
89. Santa Rosa (Mission jurisdiction)	Mission	53	18	21	32	43
90. Santa Rosa (Sacramento jurisdiction)	Tache	87	35	42	45	74
91. Santa Ynez	Mission	87	34	47	40	20
92. Santa Ysabel	Mission	279	59	136	143	23
93. Scotts Valley	Pomo	27	10	10	17	17
94. Sheep Ranch		0	0	0	0	0
95. Sherwood		0	0	0	0	0
96. Shingle Springs	Me-Wuk	2	0	1	1	1
97. Smith River	Smith River	113	39	54	59	28
98. Soboba	Mission	137	50	68	69	56
99. Stewarts Point	Pomo	112	58	55	57	101
100. Strathmore		0	0	0	0	0
101. Strawberry Valley		0	0	0	0	0
102. Susanville	Mixed	42	22	22	20	16
103. Sycuan	Mission	37	13	23	14	25
104. Table Bluff	Miami	66	27	36	30	7
105. Table Mountain	Chukchansi	87	37	43	44	30
106. Taylorsville		0	0	0	0	0
107. Torres Martinez	Mission	202	48	89	113	130
108. Trinidad	Yurok	12	8	6	6	0
109. Tule River	Consolidated Tule River.	205	99	102	103	70
110. Tuolumne	Me-Wuk	[1] 55	[1] 18	[1] 30	[1] 25	[1] 10
111. Twentynine Palms		0	0	0	0	0
112. Upper Lake-Pome (2 parcels)	Pomo	81	24	42	39	51
113. Viejas (Baron Long)	Mission	85	37	49	36	64
114. Wilton	Me-Wuk	40	18	21	19	2
115. XL Ranch	Pit River	33	12	16	17	20
Off-reservation Indians	Various	[1] 14,190	[1] 4,709	[1] 7,064	[1] 7,126	[1] 2,000
Public-domain allotments						
Total		[1] 24,100	[1] 8,000	[1] 12,000	[1] 12,100	[1] 5,790

[1] Estimated.

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2. Acreage of restricted land

Reservation	Tribe	Total	Number of acres per capita	Allotted	Allotted and fee patented	Tribal	Trust patented in heirship status	Government owned
1. Agua Caliente (Palm Springs)	Agua Caliente Band of Mission Indians.	31,128	420.6	2,962.44	0	28,165.56	188	
2. Alexander Valley	Wappo	54	1.1	0	0	54	0	
3. Alturas	Pit River	20	1.8	0	0	20	0	
4. Auburn	Maidu, mixed	20	.2	0	0	20	0	
5. Augustine	Mission	616	36.2	154	0	462	80	
6. Barono Rancho	do	5,005	75.8	0	0	5,005	0	
7. Berry Creek		33		0	0	33	0	
8. Big Bend (Henderson)	Pit River	40	4.0	0	0	40	0	
9. Big Lagoon	Yurok	9.26	1.5	0	0	9.26	0	
10. Big Pine Tract	Palute	279	12.7	0	0	279	0	
11. Big Sandy (Auberry)	Mono	280	2.8	0	0	280	0	
12. Big Valley Rancheria	Pomo	102	.8	0	0	102	0	
13. Bishop Tract	Palute	875	3.0	0	0	875	0	
14. Blue Lake Rancheria	Blue Lake	26	.4	0	0	26	0	
15. Buena Vista Rancheria	Me-Wuk	70	14.0	0	0	70	0	
16. Cabazon	Mission	1,480	52.8	441	121.0	1,039	200.0	
17. Cache Creek	Pomo	160	17.8	0	0	160	0	
18. Cachil Dehe (Colusa)	Wintun	254.15	4.4	0	0	254.15	0	
19. Cahuilla	Mission	18,252	19.6	0	0	18,232	0	20
20. Campo	do	15,010	120.1	0	0	15,010	0	
21. Old Capitan Grande	Mission	15,234	890.2	180	0	15,054	0	
22. Cedarville	Palute	17	1	0	0	17	0	
23. Chemehuevi	Chemehuevi	20,224	622.3	0	0	20,224	0	
24. Chicken Ranch (Jamestown)	Me-Wuk	40	5.7	0	0	40	0	
25. Chico	Mixed	25	.5	0	0	25	0	
26. Cloverdale	Pomo	28	1.6	0	0	28	0	
27. Cold Springs (Sycamore)	Mono	160	3.5	0	0	160	0	
28. Colfax		40		0	0	40	0	
29. Cortina	Me-Wuk	640	128	0	0	640	0	
30. Coyote Valley	Pomo	101	3.9	0	0	101	0	
31. Crescent City (Elk Valley)	Crescent City	100	2.7	0	0	100	0	
32. Cuyapaipe	Mission	5,320	1,773.3	0	0	5,320	0	
33. Dry Creek (Geyserville Rancheria)	Pomo	75	2.7	0	0	75	0	
34. Enterprise (2 parcels)	Maidu	80.64	2.2	0	0	80.64	0	
35. Fort Bidwell	Palute	3,340	33.7	0	0	3,340	0	
36. Fort Independence	Palute, Shoshone	320	4.3	102	0	213	70.13	5
37. Fort Yuma	Yuma	7,853	8.0	7,708	0		[1] 4,624	145
38. Graton (Sebastopol)	Pomo	15.45	3.9	0	0	15.45	0	
39. Greenville	Maidu and mixed	275	6.9	0	0	275	0	
40. Grindstone Creek Rancheria	Wintun	80	2.3	0	0	80	0	

[1] Estimated.

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2. Acreage of restricted land—Continued

Reservation	Tribe	Total	Number of acres per capita	Allotted	Allotted and fee patented	Tribal	Trust patented in heirship status	Government owned
41. Guidiville Rancheria	Pomo	243.38	9.3	0	0	243.38	0	
42. Hoopa Valley	Hoopa Valley	87,496.38	148.5	2,933.64	529.67	84,562.74	1,085.53	
43. Hopland	Pomo	2,070	26.2	0	0	2,070	0	
44. Inaja-Cosmit	Mission	880	29.3	0	0	880	0	
45. Indian Ranch	Shoshone	560	112.0	0	0	560	0	
46. Jackson Rancheria	Me-Wuk	330	66.0	0	0	330	0	
47. Klamath Strip	Yurok	17,299.17	18.9	14,401.59	14,886.48	2,897.58	7,275.69	
48. La Jolla	Mission	8,329	35.4	745	0	7,584	179	
49. La Posta	do	3,879		0	0	3,879	0	
50. Laytonville	Catto-mixed	200	2.4	0	0	200	0	
51. Likely		40		0	0	40	0	
52. Lookout (2 parcels)	Pit River	50	1.0	0	0	50	0	
53. Lone Pine Tract	Shoshone, Paiute, and other	237	4.2	0	0	237	0	
54. Los Coyotes	Mission	25,050	275.2	0	0	25,050	0	
55. Lower Lake	Pomo	141	35.2	0	0	141	0	
56. Lytton	do	50	6.2	0	0	50	0	
57. Manchester (Point Arena)	do	359.14	2.9	0	0	359.14	0	
58. Manzanita	Mission	3,520	55.9	0	0	3,520	0	
59. Mark West	Pomo	35	35	0	0	35	0	
60. Mesa Grade	Mission	5,963	24.7	0	0	5,963	0	
61. Middletown	Pomo	109	4.2	0	0	109	0	
62. Mission Creek	Mission	2,560	128.0	158	0	2,402	30	
63. Montgomery Creek	Pit River	72	24	0	0	72	0	
64. Mooretown		160		0	0	160	0	
65. Morongo	Mission	31,723	100.4	1,427	0	30,285	759	11
66. Nevada City	Maidu	75	6.2	0	0	75	0	
67. North Fork	Mono	80	11.4	0	0	80	0	
68. Pala	Mission	20,496	91.9	1,374	0	19,107	1,040	15
69. Paskenta	Wintun	260	130.0	0	0	260	0	
70. Pauma and Yuima	Mission	250	3.8	0	0	250	0	
71. Pechanga	do	4,125	19.5	1,269	0	2,853	1,250	3
72. Picayune	Chukchansi	80	3.2	0	0	80	0	
73. Pinoleville	Pomo	97	1.4	0	0	97	0	
74. Potter Valley (2 parcels)	do	96	6.4	0	0	96	0	
75. Quartz Valley	Shasta	604	11.8	0	0	604	0	
76. Ramona	Mission	520		0	0	520	0	
77. Redding (Clear Creek)	Mixed	30.88	1.0	0	0	30.88	0	
78. Redwood Valley	Pomo	80	2.2	0	0	80	0	
79. Resighini (Coast Community)	Yurok	228	8.1	0	0	228	0	
80. Rincon	Mission	3,486	18.2	418	0	3,046	140	22
81. Roaring Creek		80		0	0	80	0	
82. Robinson	Pomo	88	1.8	0	0	88	0	

82. Robinson								
83. Robnerville	Bear River	15	.5	0	0	15	0	
84. Round Valley	11 tribes intermarried	25,654	32.0	14,109.11	21,582	11,544.89	10,803.56	
85. Ruffeys	Ruffy	441	44.1	0	0	441	0	
86. Rumsey	Wintun	141	7.0	0	0	141	0	
87. San Manuel	Mission	653	13.3	0	0	653	0	
88. San Pasqual	do	1,343	149.2	0	0	1,343	0	
89. Santa Rosa (Mission jurisdiction)	do	11,093	209.3	0	0	11,093	0	
90. Santa Rosa (Sacramento jurisdiction)	Tache	170	2.0	0	0	170	0	
91. Santa Ynez	Mission	99	1.1	0	0	99	0	
92. Santa Ysabel	do	9,679	34.7	0	0	9,669	0	10
93. Scotts Valley	Pomo	57	2.1	0	0	57	0	
94. Sheep Ranch		2		0	0	2	0	
95. Sherwood		290.72		0	0	290.72	0	
96. Shingle Springs	Me-Wuk	240	120	0	0	240	0	
97. Smith River	Smith River	163.96	1.4	0	0	163.96	0	
98. Sobobe	Mission	5,116	37.3	0	0	5,116	0	
99. Stewarts Point	Pomo	40	.4	0	0	40	0	
100. Strathmore		40		0	0	40	0	
101. Strawberry Valley		1		0	0	1	1	
102. Susanville	Mixed	30	.7	0	0	30	0	
103. Sycuan	Mission	604	16.3	234	48	369	222	1
104. Table Bluff	Eel River	20	.3	0	0	20	0	
105. Table Mountain	Chukchansi	160	1.8	0	0	160	0	
106. Taylorsville		160		0	0	160	0	
107. Torres-Martinez	Mission	30,132	149.1	8,550	320	21,535	3,660	47
108. Trinidad	Yurok	59.92	5.0	0	0	59.92	0	
109. Tule River	Consolidated Tule River	54,116	264	0	0	54,116	0	
110. Tuolumne	Me-Wuk	312.13	2.8	0	0	312.13	0	
111. Twentynine Palms		161				161	0	
112. Upper Lake-Pomo (2 parcels)	Pomo	562	6.9	0	0	562	0	
113. Viejas (Baron Long)	Mission	1,609	18.9	0	0	1,609	0	
114. Wilton	Me-Wuk	39	1.0	0	0	39	0	
115. XL Ranch	Pit River	8,760	250.2	0	0	8,760	0	
Off-reservation Indians; public-domain allotments	Various	130,922.40	9.2	130,922.40	147,427.35		101,694.43	
Total		632,599.58	26.2	188,089.18	184,914.70	444,231.40	133,079.34	279

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3. Resources

Reservation	Tribe	Area cropped by Indians (acres)	Land Indian operated (acres)	Land non-Indian operated (acres)	Number of livestock Indian owned	Mineral resources	Timber (M b. m.)
1. Agua Caliente (Palm Springs)	Agua Caliente Band of Mission Indians	0	0	0	0		
2. Alexander Valley	Wappo	[3] .1	.1	0	0		
3. Alturas	Pit River		10	0	[3] 2		
4. Auburn	Maidu, mixed	[3] .2	.2	0	0		
5. Augustine	Mission	0	0	0	0		
6. Barono Rancho	....do	[3] 4 [4] 96	4,365	640	0		
7. Berry Creek		0	0	0	0		
8. Big Bend (Henderson)	Pitt River	[3] .2	.2	0	0		
9. Big Lagoon	Yurok						
10. Big Pine Tract	Paiute	[3] 93 [4] 66 [6] 2 [3] 15	279	0			
11. Big Sandy (Auberry)	Mono	[3] 2	2	0			
12. Big Valley Rancheria	Pomo	[4] 35 [3] .5	35.5	0	0		
13. Bishop Tract	Paiute	[3] 290 [4] 208 [6] 6	875	0	[3] 264 [17] 118 [8] 58 [9] 50		
14. Blue Lake Rancheria	Blue Lake						
15. Buena Vista Rancheria	Me-Wuk	[3] 19.5 [3] .5	70	0			
16. Cabazon	Mission	[3] 20	20	60	0		
17. Cache Creek	Pomo	0	160	0	[3] 6 [9] 2		
18. Cachil Dehe (Colusa)	Wintun	[4] 183 [8] 21 [3] 3	207	0	0		
19. Cahuilla	Mission	[4] 300	18,232	0	[3] 300 [6] 69		
20. Campo	....do	[3] 20	15,010	0	[8] 71 [7] 131		
21. Old Captain Grande	....do	0	15,234	0	[3] 65 [9] 9		
22. Cedarville	Paiute	0	0	0	0		
23. Chemehuevi	Chemehuevi	0	0	0	0		
24. Chicken Ranch (Jamestown)	Me-Wuk	[3] .5	.5	0	0		
25. Chico	Mixed	0	0		0		
26. Cloverdale	Pomo	[6] 3	3	0	0		
27. Cold Springs (Sycamore)	Mono	[3] 2	2	0	0		
28. Colfax		0	0	0	0		
29. Cortina	Me-Wuks	0	0	0	0		
30. Coyote Valley	Pomo	[6] 10	101	0	0		

31. Crescent City (Elk Valley)	Crescent City				[2] 13		
32. Cuyapaipe	Mission	0	0	0	[9] 2		
33. Dry Creek (Geyserville Rancheria)	Pomo	[2] .3	.3	0	0		
34. Enterprise (2 parcels)	Maidu	[2] .5	.5	0	0		
35. Fort Bidwell	Paiute	[3] 185 [2] 1	3,340	None	[3] 101 [9] 26 [8] 62		4,500
36. Fort Independence	Paiute-Shoshone	29	29	0	0		
37. Fort Yuma	Yuma	691	691	2,088			
38. Graton (Sebastopol)	Pomo	[2] .1	.1	0	0		30
39. Greenville	Maidu and mixed	0	0	75	0		320
40. Grindstone Creek Rancheria	Wintun	[3] 12	12	[2] 5	0		
41. Guidiville Rancheria	Pomo	[6] 7	7	0	0		
42. Hoopa Valley	Hoopa	[15] 316 [14] 500	86,836.38	660	[3] 810 [7] 140 [2] 1,500	[16]	750,000
43. Hopland	Pomo	[3] 65 [2] 1	2,070	0	[3] 40 [9] 8		
44. Inaja-Cosmit	Mission	[2] 20	20	0	[2] 5		
45. Indian Ranch	Shoshone	0	0	0	0		
46. Jackson Rancheria	Me-Wuk	[2] 2	2	0	0		
47. Klamath Strip	Yurok		17,299.17				50,00
48. La Jolla	Mission	[4] 100	8.329	0	[3] 110 [9] 30		
49. La Posta	do	0	0	0	0		
50. Laytonville	Catto and mixed	[2] .5	.5	0	0		
51. Likely		0	0	0	0		
52. Lookout (2 parcels)	Pit River	[2] .2	.2	0	0		
53. Lone Pine Tract	Shoshone	[3] 80 [4] 56 [6] 2 [2] 13	237	0			
54. Los Coyotes	Mission	[4] 60 [2] 20	25,050	0	[3] 352 [9] 55		
55. Lower Lake	Pomo	0	0	0	0		
56. Lytton	do	[3] 15 [2] .5	25.5	0	[3] 5		
57. Manchester (Point Arena)	do	[3] 38 [2] 13	359	0	[11] 49 [8] 4		
58. Manzanita	Mission	[4] 40	3,520	0	[3] 119 [9] 15		
59. Mark West	Pomo	0	0	0	0		
60. Mesa Grande	Mission	[4] 60	5,963	0	[3] 475 [9] 33		
61. Middletown	Pomo	[6] 2 4.5	12.5	0			
62. Mission Creek	Mission	0	2,560	0	[3] 6 [9] 17		
63. Montgomery Creek	Pit River	[2] 1	1.0	0			
64. Mooretown		[2] .1	.1	0			

See footnotes at end of table, p. 227.

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3. Resources—Continued

Reservation	Tribe	Area cropped by Indians (acres)	Land Indian operated (acres)	Land non-Indian operated (acres)	Number of livestock Indian owned	Mineral resources	Timber (M b. m.)
65. Morongo	Mission	[2] 50 [4] 200	31,623	100	[2] 307 [9] 38		
66. Nevada City	Maidu	0	0	0	0		
67. North Fork	Mono	[2] 5	.5	0	0		
68. Pala	Mission	[2] 60 [6] 5	20,396	100	[2] 157 [9] 27	(12)	
69. Paskenta	Wintun	0	0	0	0		
70. Pauma and Yuima	Mission	[6] 40	40	0	[2] 46 [9] 9		
71. Pechanga	do	[4] 100	3,925	200	[2] 10 [9] 12		
72. Picayune	Chukchansi	[2] 1 [3] 8 [6] 20	79	0	0		
73. Pinoleville	Pomo	[2] 5	20.5	0	0		
74. Potter Valley (2 parcels)	do	[2] 1	[2] 1	0	0		
75. Quartz Valley	Shasta	[1] [5] 324	604	0	[2] 20		
76. Ramona	Mission	0	520	0	[2] 12		
77. Redding (Clear Creek)	Mixed	[2] 4	[2] 4	0	0		
78. Redwood Valley	Pomo	[6] 5	5	0	0		
79. Resighini (Coast Community)	Yurok	[5] 60	228	0	[9] 2		
80. Rincon	Mission	[6] 25 [5] 50 [4] 125	3,430	56	[2] 70 [3] 61 [9] 19		
81. Roaring Creek		0	0	0	0		
82. Robinson	Pomo	0	0	0	0		
83. Rohnerville	Bear River	0	15	0	0		
84. Round Valley	11 tribes intermarried	[5] 740 [4] 480 [2] 9	13,343	4,235	[2] 321 [11] 75 [7] 166 [9] 51 [5] 540		225
85. Ruffeys	Ruffy	0	441	0	0		
86. Rumsey	Wintun	[5] 60 [6] 8 [2] 5	66.5	0			
87. San Manuel	Mission	[2] 3 [6] 7	10	0	[9] 1		
88. San Pasqual	do	[4] 20	1,323	0	[2] 6 [9] 3		
89. Santa Rosa (Mission jurisdiction)	do	[4] 60	11,093	0	[2] 52 [9] 6		
90. Santa Rosa (Sacramento jurisdiction)	Tache	[5] 10 [2] 2	170	0	[7] 100		

91. Santa Ynez	Mission	[3] 20	20	0	0		
92. Santa Ysabel	do	[3] 40	9,679	0	[3] 92 [9] 49		
93. Scotts Valley	Pomo	[5] 5 [3] 2	7	0			
94. Sheep Ranch		0	0	0	0		
95. Sherwood		[3] 1	271	0	[3] 45		
96. Shingle Springs	Me-Wuk	[3] .5	.5	0	0		
97. Smith River	Smith River	7	163.96	0	[3] 3		
98. Soboba	Mission	[3] 5 [4] 15	5,076	40	[3] 35 [9] 27		
99. Stewarts Point	Pomo	0	0	0	0		
100. Strathmore		[4] 40	40	0	0		
101. Strawberry Valley		0	0	0	0		
102. Susanville	Mixed	[3] .5	.5	0	0		
103. Sycuan	Mission	[3] 2	604	0	[3] 23 [9] 3		
104. Table Bluff	Eel River			0			
105. Table Mountain	Chukchansi	0	0	160	0		
106. Taylorsville		0	0	0	0		
107. Torres-Martinez	Mission	[5] 21 [3] 19	40	300	0		
108. Trinidad	Yurok			0			
109. Tule River	Consolidated	[5] 4 [4] 3 [3] 3	54.116	0	[3] 1,350 [7] 288 [8] 52 [9] 54	(12)	100,000
110. Tuolumne	Me-Wuk	[6] 20 [5] 5 [3] 5	30	0	[3] 15		
111. Twentynine Palms		0	0	0	0		
112. Upper Lake-Pomo (2 parcels)	Pomo	[6] 35 [5] 83	287	275	[3] 3		320
113. Viejas (Baron Long)	Mission	[3] 25	1,404	205	[3] 49 [9] 23		
114. Wilton	Me-Wuk	[3] 1	1	0			
115. XL Ranch	Pitt River	[5] 710 [4] 18	7,790	790	[3] 618 [9] 44 [8] 20		
Off-reservation Indians							
Public-domain allotments	Various						10,000
Total		7,397.40	372,834.71	9,080	10,024		915,395

[1] Estimated.
[3] Vegetable gardens.
[5] Cattle.
[4] Grain.
[6] Forage crops.
[6] Horticulture.
[7] Sheep.
[8] Swine.
[9] Horses.
[10] Copper prospect.
[11] Dairy cows.
[12] Gem mine.
[13] Tungsten and gold prospects.

4. Employment of California Indians

	Estimated
(*a*) Employed, total	6,025
(*b*) Employed off reservations	5,070
(*c*) Employed on reservations	895

(*d*) Occupational skills: Farm and automotive equipment operators (tractors, graders, shovels), truck drivers, building-tracks mechanics, loggers, commercial fishermen, sawmill workers, auto mechanics, carpenters, dairymen, painters, sheep shearers.

5. Health of California Indians

(*a*) Number of physicians:

Number of Indian Bureau physicians	1
Number of physicians on contract basis	9

(*b*) Number of nurses:

Nurses at Hoopa hospital	5
Indian Bureau public-health nurses	2
Public-health nurses on contract basis	2

(*c*) Number of hospitals:

	Beds
Hoopa Indian Hospital	34
Yuma Hospital	28
Wishiah Tuberculosis Sanatorium	25
Weimar Tuberculosis Sanatorium	30
Four hospitals on contract basis	60

(*d*) Principal diseases: Respiratory diseases (tuberculosis and pneumonia), skin diseases, including impetigo and scabies, arthritis, diabetes, rheumatic fever, venereal diseases, polio, measles, mumps, diarrhea, chickenpox, whooping cough, typhoid fever.

(*e*) Principal causes of death: Tuberculosis, accidents (notably automobile and shootings), cerebral hemorrhage, cerebral thrombosis, old-age complications.

(*f*) Major items of daily diet: The Indians eat about the same foods as used by all other people of low income in the general population. There is a general lack of milk in the diet, but butter and cheese are eaten. In the southern part of the State beans and bread, including corn meal are staples, also chili peppers in various forms. In the Central Valley and coast groups, ground acorns are eaten during the fall and winter months. Fish and venison are major items of daily diet among the Indians along the Klamath River and northern streams.

The Indians suffer from a wide variety of dental ailments. Whether this is due primarily to a deficiency in diet or to lack of care of the teeth is a question.

6. Material conditions of the California Indians

(*a*) Type of houses: Frame, 85 percent; log, 5 percent; adobe, 8 percent; stone, 2 percent.

(*b*) Nature and sufficiency of clothing: The general nature of the clothing worn by the Indians is plain and conservative in style. The average middle-aged Indian wears light-weight below-medium-cost clothes. The older people often make their own clothes from material purchased by the yard, these garments being warmer because of the better quality material used, but of old style. The children of school age possess a good sense of style; hence suitability in dress. The parents sacrifice to provide proper clothes for the children in order that they will be acceptable in public schools. The Indian children can make a good appearance and are conscious of the necessity of this. However, they are often kept out of school because their parents cannot get the money to buy enough clothing, particularly shoes and adequate clothes for the rainy weather for them. The average Indian family does not have clothing comparable to his non-Indian neighbors.

(*c*) Average annual income per family (estimated), $1,100.

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7. Education of California Indians

(*a*)	Number of college graduates, total	22
	High-school graduates annually	94
	Elementary-school graduates annually	213
(*b*)	Total number of adults unable to read and write	265
(*c*)	Total number unable to speak English	100
(*d*)	Percentage of children, 6 through 18, not attending school	6

8. Tribal units of California (48)

(*a*) Tribal organizations:

Agua Caliente Band of Mission Indians; Francisco Segundo, chairman, Palm Springs, Calif., A. J. Andreas, vice chairman, Palm Springs, Calif., Marcus Pete, Secretary, Palm Springs, Calif.

Augustine Mission Indians; Mrs. Margaret Andreas, spokeswoman, Palm Springs, Calif.

Barona Mission Indians; Mrs. Catherine Welch, spokeswoman, Lakeside, Calif.; Sam Wallace, secretary, Lakeside, Calif.

Big Valley Band of Pomo Indians of the Big Valley Rancheria; Roger Posh, chairman, executive committee, Lakeport, Calif.; Lincoln Dennison, secretary, Lakeport, Calif.

Cabazon Mission Indians; Alex James, spokesman, Los Angeles, Calif., 938½ South Eastman Avenue.

Cachil Dehe Band of Wintun Indians of the Colusa Indian Community; Fred Gonzales, chairman; Jason Mitchell, secretary-treasurer, Colusa, Calif.

Chauilla Indian Reservation Mission Indians; Sylvester Costo, spokesman, Anza, Calif.; Seana Arenas, secretary, San Jacinto, Calif.

Campo Indian Tribe; Mrs. Josephine Cuero, spokeswoman, Campo, Calif.

Covelo Indian Community; Robert Hanover, chairman, Covelo, Calif.; F. H. Duncan, secretary, Covelo, Calif.

Coyote Valley Growers of the Coyote Valley Rancheria: Edgar Jackson, president, Ukiah, Calif.; Arthur E. Allen, secretary-treasurer, Ukiah, Calif.

Cuyapaipe Mission Indians; Romaldo LaChappa, spokesman, Mount Laguna, Calif.

Fort Bidwell Indian Community of the Fort Bidwell Reservation; Willie S. Townsend, chairman, Fort Bidwell, Calif.; Clarence De Garmo, secretary, Fort Bidwell, Calif.

Hoopa Indians of the Hoopa Valley Reservations; Peter Masten, chairman, Hoopa, Calif.; Gilbert Marshall, secretary, Hoopa, Calif.

Inaja Mission Indians; Marcello Paipa, spokesman, Julian, Calif.

Kashia Band of Pomo Indians of the Stewart's Point Reservation; Sidney Parrish, chairman, Stewart's Point, Calif.; John Smith, vice chairman, Stewart's Point, Calif.; Gladys Antone, secretary, Stewart's Point, Calif.

La Jolla Mission Indians; Jose A. Gomez, spokesman, Valley Center, Calif.; Sophie Silvas, secretary, Valley Center, Calif.

Los Coyotes Tribe; Banning Taylor, spokesman, Warner Springs, Calif.

Manchester Band of Pomo Indians of the Manchester Rancheria; Stephen Parrish, chairman, Point Arena, Calif.; Chester Pinola, vice chairman, Point Arena, Calif.; Edward Smith, treasurer, Point Arena, Calif.

Manzanita Mission Indians; Larkin Osway, spokesman, Boulevard, Calif.

Mesa Grande, Valentine J. Lachusa, spokeswoman, Mesa Grande, Calif.; Grace Lachusa, secretary, Mesa Grande, Calif.

Me-wuk Indian Community of the Wilson Rancheria, Raymond Taylor, chairman, Wilton, Calif.; Archie Williams, vice-chairman, Wilton, Calif.; Edith Williams, secretary, Wilton Calif.; Ells Taylor, treasurer, Wilton, Calif.

Middletown Rancheria, Lucas Simon, chairman, Middletown, Calif.; Martha Olsen, secretary, Middletown, Calif.; John Yee, treasurer, Middletown, Calif.

Morongo Tribe, Walter A. Linton, spokesman, Banning, Calif., Box 2; Juanita Penn, secretary, Banning, Calif., Box 614.

Nokomis Men's Club of the Shenal Band of Pomo Indians of the Hopland Rancheria, Ray Lucas, chairman, Hopland, Calif.; Vivian J. Burke, secretary, Hopland, Calif.; Rayfield Elliott, treasurer, Hopland, Calif.

Owens Valley Paiute-Shoshone Bans, Sampson Dewey, chairman, Bishop, Calif.; Eleanor Bethel, secretary, Bishop, Calif.

Pala Tribe of the Pala Indian Reservation, Josephine Jackson, spokeswoman, Pala, Calif.; Thomas Portillo, secretary, Pala, Calif.

Pauma Mission Indians, Samuel J. Powvall, spokesman, Pala, Calif.

Pechanga Mission Indians, Frank Contreras, spokesman, Pala, Calif.

Pinoleville Improvement Association, Andrew Jackson, chairman, Ukiah, Calif., Box 55; Lorraine Lockart, secretary, Ukiah, Calif., Box 55.

Pomo Women's Club, Caroline Clark, president, Ukiah, Calif.; Ethel Stewart, vice president, Ukiah, Calif.; Genevieve Aguilar, secretary, Ukiah, Calif.; Elsie Allen, treasurer, Ukiah, Calif.

Pit River Home and Agriculture Cooperative Association, Erin Forrest, president, Alturas, Calif.; George Forrest, vice president, Alturas, Calif.; Leo James, secretary-treasurer, Alturas, Calif.; Neva Barlese, member board of directors, Alturas, Calif.; Ben Stonecoal, member board of directors, Alturas, Calif.

Quartz Valley Indian Community, Nina Wicks, chairman, Fort Jones, Calif.; Fred L. Wicks, secretary, Fort Jones, Calif.; Lawrence Burcell, tribal representative, Fort Jones, Calif.

Redwood Valley improvement project, Carl Fred, president, Redwood Valley, Calif.; Marie Arnold Lincoln, vice president, Redwood Valley, Calif.; Vernetty Lake Valdez, secretary, Redwood Valley, Calif.; Annie Lake, treasurer, Redwood Valley, Calif.

Rincon Indian Reservation, Marcus Glosh, spokesman, Valley Center, Calif.; Dorothy Desperto, secretary, Valley Center, Calif.

Rumsey Indian Community, Alfred Lorenzo, chairman, Rumsey, Calif.

San Manuel Mission Indians, Richard J. Manuel, spokesman, Highland, Calif.

San Pasqual Reservation Mission Indians, Mrs. Florence T. Wolfe, spokeswoman, Hemet, Calif.

Santa Rosa, Valley Center, Calif., Star Route.

Santa nez Mission Indians, William Miranda, spokesman, Santa Ynez, Calif.

Santa Ysabel Mission Indians, Steve Ponchetti, spokesman, Santa Ysabel, Calif.

Soboba Band of Indians Mission Indians, Anthony C. Mojado, spokesman, San Jacinto, Calif.

Sycuan Mission Indians, Paciano Aguire, spokesman, El Cajon, Calif., Box 828.

Torres-Martinez Band Mission Indians, William Levi, spokesman, Thermal, Calif.; Elinor Levi, secretary, Thermal, Calif.

Tule River Indian Tribe, Marcus Hunter, chairman, Tule River Indian Reservation; Bob Santos, secretary, Porterville, Calif.

Tuolumne Band of Me-Wuk Indians of the Tuolumne Rancheria, William Fuller, chairman, Tuolumne, Calif.; Viola Cox, secretary, Tuolumne, Calif.

Upper Lake Band of Pomo Indians of the Upper Lake Rancheria, Lester Treppa, chairman, executive committee, Upper Lake, Calif.; Delphine Absola, secretary, Upper Lake, Calif.

Viejas (Baron Long) Indian Reservation, Edward Brown, spokesman, tribal committee, Alpine, Calif.

Yurok tribal organization, E. Robert Spott, president, Requa, Calif.; Harrison Williams, secretary, Klamath, Calif.

(*b*) Indian settlements within reservations: The Indians located on the rancherias or smaller reservations live in groups or settlements, but these are unnamed excepting for the rancheria name. There are no post offices, stores or other commercial establishments within any of these communities.

Settlements within reservations in which the majority of the population is Indian are as follows:

Hoopa Valley Reservation: Hoopa, Calif.; Johnson Village, Weitchpec, Calif.

Pala Reservation: Pala, Calif.

Rincon Reservation: Rincon, Calif.

Round Valley Reservation: Covelo, Calif.

Indian Bureau Withdrawal From California

In a report made by the Commonwealth Club of California on June 8, 1926 (Indians in California, transactions of the Commonwealth Club of California, vol. XXI, No. 3, June 8, 1926), conditions among the Indians of that State were carefully analyzed and in the conclusions the abolition of Indian Bureau control over California Indians was recommended.

Ten years later Roy Nash, then superintendent of Sacramento Agency, submitted a report to the Commissioner of Indian Affairs (Narrative Report of the Superintendent of Sacramento Indian Agency, Calif., for the Fiscal Years 1936 and 1937), in which he stated his view of the situation:

"My program is definitely to liquidate the United States Indian Service in California within 10 years."

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In 1944 John G. Rockwell, then superintendent of the Sacramento Indian Agency, stated his opinion in a report entitled "The Status of the Indian in California Today" (135 pp.):

"Although I may not have interpreted the import of these reports and hearings altogether correctly, the simple fact remains that there is a grave doubt within the minds of not one but many, perhaps the majority, of the students of the California Indians whether Federal control over Indian affairs should remain in this State and whether the interests of the California Indians would not be better served by removing all distinctions which separate them from the rest of the citizenry of the State."

Several years later Walter V. Woehlke, area director for Indian services in California, prepared a tentative statement regarding a withdrawal program which, after several modifications, was submitted to the Commissioner of Indian Affairs. (Program for the Termination of Indian Bureau Activities in the State of California, June 1949.) This report was considerably modified by Mr. Woehlke's successor, J. M. Stewart, in a report submitted August 29, 1950. The following statement indicates the nature of the differences between the two reports:

"During 1948 the California State Director formulated a program for the orderly withdrawal of the Indian Bureau from California. This program was submitted to the Commissioner in June 1949. It was returned for slight modifications and revised in the same month by A. L. Wathen, in charge of planning and program making. The requested revisions were completed by August 1949 when J. M. Stewart took charge as California area director.

"On August 29, 1950, Mr. Stewart submitted his revision of the 1949 program. This revision in large part adopted the recommendations made in the 1949 program except that the Stewart modification of the 1949 program recommended the transfer to Indian tribes and public agencies of those buildings and facilities not needed by the Indian Bureau in California and recommended that the existing reimbursable debts owed the United States be canceled. He also recommended the distribution of the entire judgment fund in cash to the Indians of California without setting up a revolving loan fund to be administered by a State agency. He also recommended that implementing legislation be consolidated in one omnibus bill.

"In his foreword Mr. Stewart, however, radically altered the recommendations in the body of the document. In his foreword he recommended the allotment of all the unallotted trust land, with the issuance to the allottees of fee patents restricted only as to alienation, these restrictions to expire within 3 years except as to older people who may receive allotments in which case the period of restriction against alienation would be for their lifetime." [1]

Meanwhile in 1947 Mr. William Zimmerman, then acting Commissioner of Indian Affairs, had testified before the Senate Committee on Post Office and Civil Service that the Hoopa, Sacramento, and Mission Agencies in California were ready for immediate removal of Indian Bureau supervision.[2] Acculturation figures compiled by the Bureau indicated that the Indians of California were well on par with those of New York, Oklahoma, Oregon, North Dakota, Nebraska, Kansas, Minnesota, North Carolina, and Wisconsin in high degree of social advancement and civilized conduct of life.

S. 1685 was introduced by Senator Butler of Nebraska in the Eightieth Congress "to remove restrictions on property and moneys belonging to the individual members of the Hoopa, Mission, and Sacramento Tribes of California, to provide for the liquidation of tribal property and distribution of the proceeds thereof, to confer complete citizenship upon such Indians, and for other purposes." A report dated January 13, 1948, and signed by Oscar L. Chapman, then Under Secretary of the Interior, recommended against enactment of the bill on the grounds that the Department was inaugurating a program of liquidation with the anticipated concurrence of the Governor of California and that the plan envisaged in the bill was not feasible and faulty. In turn a bill for liquidation of the bureau in California suitable to the Department was presented to the Senate committee but was not found acceptable because of the excessive length of time involved in the liquidation (25 years). About this time, according to Mr. Zimmerman, a letter was addressed to Governor Warren of California by

[1] Comments on Area Director J. M. Stewart's Revision of California Withdrawal Program, manuscript by A. L. Wathen in files of Indian Bureau.

[2] Officers and employees of the Federal Government· Hearings before the Committee on the Post Office and Civil Service, U. S. Senate, 80th Cong., 1st sess., on S. Res. 41, pt. 3, p. 547, February 8, 1947, Washington, D. C., 1947. See also exhibit G, proposed California Indian program, pp. 563–564, submitted by Mr. William Zimmerman in the same hearings

Acting Commissioner Zimmerman, proposing a cooperative relationship with the State in the settlement of Indian affairs in California.[3] The three agencies in California were ordered to consolidate administration under Sacramento Agency on August 31, 1947, and an order of October 21, 1949, established the Sacramento area office.

During 1951 two additional developments occurred in the history of the movement for Indian Bureau withdrawal from California. The Commissioner of Indian Affairs, Dillon S. Myer, sent three agents to California to make a reconnaissance of conditions for withdrawal. Messrs. Leonard M. Hill and LeGrand B. Ward were sent to the Mission region in southern California and Mr. G. L. McMillan to Sacramento. Messrs. Hill and Ward submitted a report to the Commissioners in detail on the conditions of 10 of the Mission group and Mr. McMillan submitted a report on the Sacramento area in general. In addition Mr. Hill submitted a large and comprehensive chart, entitled "Reservation Data, California, 1951" which included up-to-date detailed items and statistics on all the reservations of California except Chemehuevi and Fort Yuma. These reports indicated some of the practical conditions to be met in the process of withdrawal.

The second development during 1951 was the action of the California State Legislature (S. Res. No. 29, chap. 123, California Statutes May 18, 1951) in the form of a (State) senate joint resolution:

"That the Legislature of the State of California respectfully memorializes the President and the Congress of the United States to dispense with any and all restrictions, whatever their nature, whereby the freedom of the American Indian is curtailed in any respect, whether as to governmental benefits, civil rights, or personal conduct."

The Commissioner of Indian Affairs, Dillon S. Myer, on the basis of the various reports above mentioned, prepared a bill to facilitate the termination of Federal supervision over Indian affairs in California (S. 3005, H. R. 7490, and H. R. 7491) which was introduced on April 10, 1952.

TESTIMONY OF WILLIAM ZIMMERMAN, JR., ASSISTANT COMMISSIONER, OFFICE OF INDIAN AFFAIRS, DEPARTMENT OF THE INTERIOR, BEFORE THE UNITED STATES SENATE COMMITTEE ON CIVIL SERVICE, FEBRUARY 8, 1947, AT WASHINGTON, D. C., DISCUSSING INDIAN BUREAU WITHDRAWAL

Mr. ZIMMERMAN. In the case of California, there have been, over the last 20 years at least, numerous reports making substantially the same recommendations which I make here today.

Senator THYE. Who has made the reports, the numerous reports, Mr. Zimmerman?

Mr. ZIMMERMAN. Some were made by private organizations. The first one by the Commonwealth Club of San Francisco. There have been a number of reports by Government agencies.

Senator THYE. As they studied the situation and the ability of the respective Indian tribes to govern themselves, they made recommendations and you have incorporated the recommendations?

Mr. ZIMMERMAN. In part.

Senator THYE. About what you think should be the policy of the Government in its relationship with that tribe?

Mr. ZIMMERMAN. There is a change in the California situation which occurred recently. It seems to me to require action.

The California Indians have to their credit in the Treasury of the United States a fund of approximately $5 million which was recovered as a judgment against the United States.

Senator THYE. For what?

Mr. ZIMMERMAN. For property taken.

Senator THYE. For properties which the United States acquired and which the Indians had a perfect right to?

Mr. ZIMMERMAN. It was for more than that. There were certain treaties, not ratified by Congress, but the Indians acted on them, assuming they would be ratified. That is one part of the case.

[3] Due to the high degree of local autonomy of the counties in California and the elective character of the offices of heads of State departments it was difficult to find a responsible State official in California with whom negotiations for transfer of Indian Bureau functions could be carried on. (Personal statement of Mr. Zimmerman.)

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Now, this $5,000,000 fund, in my judgment, should be the basis for a program in California.

My proposal would be that a joint board be established under congressional and California State authority. It might be composed of two Indians, appointed by the Governor, two State representatives, and one Federal representative appointed by the Secretary of the Interior.

I would suggest that board take over the supervisory service and any service for protection of their property.

It would take over administration of the $5,000,000 fund and any future assets that might accrue to the Indians of California.

I have no doubt that the Claims Commission will hear further claims from the Indians of California, and it is conceivable that future recoveries might be even larger.

The proposal would be to transfer the law and order jurisdiction to the State and the counties.

As to the trust lands, those of course would be subject to the control of the board, or provisions by Congress as you might determine.

For the time at least, I would recommend that the Indian land in the State be retained in trust by the United States.

On the other hand, there are in California many scattered holdings, patents that are almost worthless, administratively difficult to protect.

We have already begun to dispose of those holdings.

There are many people in the room that know more about California than I do, but as I understand the story, after California came into the Union, the Indians were not eligible to take up homesteads and they lost the best land they had by treaty. When the restrictions were removed and the Indians were able to take up homesteads, there was not left much except deserts and mountains, and there are hundreds of homesteads in California that require an enormous amount of administrative and paperwork and the property is not worth saving.

If the scattered holdings could be sold, they would reduce the administrative burden somewhat.

Now, there has been in California a considerable agitation for a per capita distribution of this $5,000,000 fund.

I recognize the desire of many of those Indians for a small cash payment. What the attitude of Congress would be, or of the Department would be, I do not know.

Senator THYE. How many Indians are there that would be involved insofar as the claim on that $5,000,000 is concerned?

Mr. ZIMMERMAN. As I understand the situation, all of the Indians of California would be entitled to a share.

Senator THYE. The northern Indians as well as the southern Indians?

Mr. ZIMMERMAN. Yes, sir.

Senator THYE. Why do we get a different question raised with respect to southern Indians and northern Indians? There have been a greater number concerning the southern Indians before this committee than the northern Indians.

I was wondering if they were in the same relationship.

Mr. ZIMMERMAN. They are not with respect to treaties.

Senator THYE. But the $5,000,000——

Mr. ZIMMERMAN. In my judgment they are all eligible to share in this $5,000,000 fund.

Senator JOHNSTON. In whose name was the suit brought?

Mr. ZIMMERMAN. In behalf of the Indians of California.

Senator JOHNSTON. That includes them all?

Mr. ZIMMERMAN. And in the judgment the court referred to the roll of the Indians which was prepared by the Department pursuant to language in the jurisdiction Act.

Senator THYE. How many Indians were there?

Mr. ZIMMERMAN. Roughly, 23,000 enrolled.

Senator THYE. Twenty-three thousand enrolled.

Mr. ZIMMERMAN. The per capita distribution of $5,000,000 would bring some where around $200 apiece. While that obviously might be helpful temporarily it would not rehabilitate the Indians that need it.

I think it fair to say there are many Indians in California who can get along without the $200. They are economically self-sustaining now.

Senator THYE. If the $5,000,000 was allowed for and paid in by the Federal Government and distributed, disbursed by allocation per capita, it would amount

to about $200 per Indian, and the assets of the tribe would be dissipated in whatever manner the individual would care to dissipate his allotment?

Mr. ZIMMERMAN. That is right.

Senator THYE. And the future generations of the Indians would have no per capita value unless they might inherit it?

Mr. ZIMMERMAN. Yes. The State of California is rich, and I am confident that the general sentiment in California is favorable to the Indians. I had hoped that the State might be willing to match this fund, and if that should be done there would be a substantial fund which could be used either for a grant or loan for the rehabilitation of those families needing it.

If you had a $5,000,000 fund which would provide loans anywhere from $2,000 to $5,000 a family, you could do a substantial job with the bulk of the population that need that assistance.

Senator THYE. But there would only be about $200 per family?

Mr. ZIMMERMAN. No; $200 per capita if it were cash.

Senator THYE. Two hundred dollars per capita?

Mr. ZIMMERMAN. That is right.

Senator THYE. And if you had a family of five, that would only be about $1,000.

Mr. ZIMMERMAN. That is correct.

Senator THYE. And that is possibly about the average-sized family you have there?

Mr. ZIMMERMAN. Yes; I should think so.

Senator THYE. So that amount would not set them up on anything like a permanent basis, either a ranch, orchard, or any type of ranch as referred to in California?

Mr. ZIMMERMAN. That is right. It would not be sufficient.

Senator THYE. It would be just a tidy sum that would take care of some desire at this time, but it could easily be dissipated?

Mr. ZIMMERMAN. Yes, sir.

Senator THYE. If that were done in California, what would be the expense to the Federal Government in the administrative costs per year?

Mr. ZIMMERMAN. During this present fiscal year the funds allocated by the Indian Service in California totaled $1,122,000.

Senator THYE. And that could be completely eliminated?

Mr. ZIMMERMAN. Within a comparatively short time. It could not be cut off completely forthwith.

Senator THYE. But after you inaugurated the program?

Mr. ZIMMERMAN. If the program were worked out.

Senator JOHNSTON. How do you spend that allocation in that State?

Mr. ZIMMERMAN. We make, Senator, a small contribution to education. We pay into the State, under a contract, $181,000. That money goes to the school districts.

Senator JOHNSTON. What does most of the money in California go to, then?

Mr. ZIMMERMAN. I have a breakdown. Shall I read it?

Senator JOHNSTON. I would like to know.

Mr. ZIMMERMAN. Administrative cost, including construction and maintenance of buildings, totals $153,000; education, $181,000; medical services, $239,000.

Senator JOHNSTON. We had someone the other day to testify they could receive the medical service in California if we would get out of that field.

Do you think that is so?

Mr. ZIMMERMAN. I think that is correct. The Indians are citizens of California. I think they are entitled to the same service as any other citizen.

Mr. VOGEL. Do the educational funds include the amount the Federal Government contributes to the State for their education?

Mr. ZIMMERMAN. Yes; that is the total.

The next item is welfare and relief, $23,000.

Forest protection, $31,000.

Agricultural extension and credits, $20,000.

Maintenance and operation of irrigation systems, $37,000.

Roads, $110,000.

Those items total $839,000.

And the cost of operating the Sherman Institute at Riverside, Calif., is $253,000.

Whether or not that school would be closed under this program, I could not say, but it would be a matter, I should think, for the State to determine.

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Proposed California Indian Program

Objective.—Orderly withdrawal of Federal service and supervision over the affairs of California Indians.

Joint Indian Welfare Board.—Obtain Congressional and California State legislative authority for the establishment of a joint State-Federal Indian welfare board of five members, two Indians appointed by governor from a list recommended by the organized California Indians, two State offiicials, one Federal representative appointed by the Secretary of the Interior.

Transfer to this board the following:

Any service, guidance, and supervisory functions deemed essential for Indian welfare and the proper use and protection of Indian property during the existence of the board.

The administration and disposition of the California Indian judgment fund of more than $5,000,000 and of any other compensation which may accrue to the Indians of California.

Finance the operations of the board by Federal and State contributions and from available judgment funds.

Law enforcement.—Transfer to State and counties.

Trust lands.—Retain title of present Indian lands in the United States in trust for a definite period.

Approve fee patents to public domain allotments and homesteads upon application by the owners and recommendation by the board.

Require from fee patent applicants a waiver of right to any special Federal Indian gratuity services for himself and family.

Tribal lands and allotments.—Authorize the organization of Indian cooperative associations and/or corporations under State or Federal law to manage tribal lands and personal property under proper safeguards with the consent of a majority of the adult members of the group and the approval of the articles and bylaws by the joint board. Organized groups may, upon application by the allottees, undertake management of individual allotments. Applications for removal of restrictions or fee patents for allotments must have approval of the joint board. Organized tribes and groups may make contributions to counties and schools districts in lieu of taxes while land remains in trust.

Potential reductions.—Reduction in Federal personnel and expenditures will depend upon two factors: The availability of a substantial part of the $5,000,000 Judgment Fund for use through the proposed board for constructive purposes and administrative costs; the willingness of the State to contribute personnel and funds; the rate of fee patent applications for public domain and other allotments. If the State of California will participate and the Indians of California will approve an act of Congress for the cash distribution of one-half of the Judgment Fund and for the use of the remaining part of the fund for defraying the cost in whole or in part, of the management of the fund, it should be possible substantially to reduce Federal Indian expenditures in California within 2 years after the enactment of the legislation and the establishment of the board. Within 10 years after the establishment of the board, the State assuming the financial responsibility, Federal expenditures could probably be cut to 25 percent of the 1947 level, and within 25 or 30 years they could cease entirely.

Sherman Institute.—The cost of operating Sherman Institute at Riverside, Calif., is considered separately. That expense may be eliminated entirely at any time if Congress so ordains.

1947 Federal expenditures.—The Federal expenditures in California during the present fiscal year are as follows:

Reservation administration, including construction and maintenance of buildings and utilities	$153, 170
Education, including State contractual subsidy	181, 729
Health service, including cost of State medical contract	239, 037
Welfare and relief	23, 533
Forestry protection	31, 393
Agricultural extension and credit	20, 841
Irrigation, Maintenance and Operation	37, 241
Roads	110, 000
Subtotal	839, 344
Sherman Institute	253, 324
Allotted to Yuma from Colorado River, Arizona, Agency (estimate)	30, 000
Total expenditure in California	1, 122, 668

The personnel at the agencies consists of 104 full-time classified employees and of 73 unclassified employees, principally Indian aides and part-time employees.

The California Indian roll lists some 23,000 names. The total Indian holdings of trust land in California are 605,000 acres, of which 415,000 acres are in tribal status and 190,000 acres are in individual allotments and homesteads. Most of the Indian land is in the mountains and deserts.

A BILL To provide for the termination of Federal wardship over Indians who receive patents in fee for allotted lands and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior or his authorized representative in approving an application for a patent in fee to any Indian for all or a part of his allotted lands, under existing law, is hereby authorized, in his discretion, to require as a prerequisite to the issuance of such a patent a disclaimer by said Indian to any and all benefits and services provided by the United States to which he or she may be entitled by reason of being an Indian, and upon acceptance of the disclaimer and the issuance of a patent in fee, such patentee shall no longer be entitled to share in any gratuitous benefits or services extended to Indians: *Provided,* That the disclaimer may not apply to services being rendered by the United States in administering any of his allotted lands remaining in trust, as may be necessary, for the proper management of such lands.

SEC. 2. If the applicant for a patent in fee is enrolled or recognized as a member of any tribe, pueblo, band, community, or group of Indians, such applicant may be required as a prerequisite to the issuance of a patent in fee, pursuant to ordinances adopted by the tribal council or other governing body or general council, and approved by the Secretary of the Interior, to execute a relinquishment, by the terms of which such applicant shall relinquish, waive, and surrender his or her tribal rights and membership with such tribe, pueblo, community, or group, and upon acceptance of such relinquishment by the governing officials and the issuance of a patent in fee, such patentee shall no longer be considered a member of a tribe, pueblo, band, community, or group or ward of the Federal Government and thereafter such person shall no longer share in or enjoy any benefits or payments that may have heretofore or hereafter become available to such persons and coming through either the tribe or the Federal Government by reason of his or her former status as a member of a tribe.

SEC. 3. Any Indian who receives a patent in fee, certificate of competency, or removal of restrictions for his or her restricted land may in the discretion of the Secretary of the Interior, or his authorized representative, be issued a certificate that he or she is no longer entitled to the benefits referred to in the foregoing sections and is no longer governed by the act of June 15, 1938 (52 Stat. 696), prohibiting the sale of intoxicating liquors to Indians, and that he or she shall have all the benefits of and be subject to the laws, both civil and original, of the State in which he or she may reside; and, no State shall pass or enforce any law denying such individual within its jurisdiction the equal protection of its laws.

SEC. 4. Any Indian who has heretofore received a patent in fee for allotted lands may execute a disclaimer to any and all future benefits and gratuities through the Indian Service, as provided in section 1 hereof, and, upon acceptance of such disclaimer by the Secretary of the Interior, or his authorized representative, receive a certificate of the form and legal effect as provided in the preceding section.

SEC. 5. This Act shall not apply to the Indians of the Five Civilized Tribes or the Osage Tribe of Oklahoma. All Acts or parts of Acts inconsistent with the foregoing provisions are hereby repealed to the extent of such inconsistency.

THE WITHDRAWAL OF FEDERAL SUPERVISION OF THE AMERICAN INDIAN

(Paper presented at National Conference of Social Work, San Francisco, Calif., April 15, 1947, by Assistant Commissioner John H. Provinse, Office of Indian Affairs)

On February 8 of this year, Acting Commissioner William Zimmerman of the Office of Indian Affairs presented to the Senate Committee on Civil Service, at the committee's request, a tentative program for the gradual withdrawal of

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Federal control and supervision over American Indian affairs. Without presenting at this time the details of this program, it can be briefly stated as follows: (1) The early release of certain tribes or groups, some 10 in number, whose economic base and resources are such as reasonably to insure their successful economic future, and whose degree of education and adjustment has reached a point where there is reasonable expectation that they will be able to handle their own affairs and assume the customary responsibilities of American citizenship; (2) a second group consisting of some 20 jurisdictions, where within a period of 5 to 10 years the tribes can, under certain conditions, be prepared economically and socially to assume such full responsibilities for their own affairs; (3) the remaining groups of Indians, whose preparation for removal of all Federal aid and assistance is such that any specific date for Federal withdrawal can only be determined as certain problems of economic, social, and political importance are faced and solved. Presumably, tribes in this category would remain a Federal responsibility for 10–25 years longer, depending upon the strength or weakness of any Federal or other program to make them self-sufficient.

In addition to the two factors of reasonable economic expectation and cultural preparation which were used as criteria by the Acting Commissioner in his classification, the completion of the Federal withdrawal program would be further dependent upon the desires of the tribe itself and upon the willingness and ability of the States in which the Indians reside to furnish to Indians those services now provided by the Federal Government.

At the time of presenting this program, the Acting Commissioner also presented to the committee suggested legislation for initiating almost immediately the removal program for the tribes included in group 1. These proposed bills would in general provide for the creation of tribal corporate enterprises which would empower the tribes to carry on their own business as tribal entities subject only to the advice and supervision of a small committee consisting of members appointed by the Federal Government, the State, and the tribe itself. Included in this first group are such tribes as the Klamath Indians of Oregon, the Osage of Oklahoma, and the Menominee of Wisconsin, all groups which will require specific legislation. Of most timely interest to this meeting is probably the fact that also within this group 1 are included the Indians of California, concerning whose future status it is expected to hold conferences with California State officials immediately following these meetings.

The number of Indians affected in group 1 is approximately 53,000, and negotiations with 8 different States are involved.

In group 2 of the Acting Commissioner's proposal to the congressional committee are 20 jurisdictions, situated in 12 States and involving 20,000 people. Included are such groups as the Blackfeet and Crows of Montana, the Cherokees of North Carolina, several Sioux groups in the Dakotas, and others. With one exception, special tribal legislation would not be required and all could come under enabling legislation of a general type, authorizing the establishment of tribal corporate bodies where they do not now exist and the working out of State agreements covering services now furnished wholly or in part by the Federal Government.

The majority of the tribes, and the largest number of individuals are classed into group 3. Included here are such important tribes as the populous Navajos, the Papagos, Apaches, the Pueblos, some Siouan groups, and some in Oklahoma. The total affected population is about 250,000 residing on 35 Indian Service jurisdictions in 13 States.

Congressional hearings are, of course, going forward in both Houses of Congress on the whole problem of Federal withdrawal from Indian affairs, and I have no way of knowing what if any action will be taken as a result of the suggestions made by Mr. Zimmerman, and whether any of the proposed legislation authorizing the removal of Federal supervision on any of the groups will be enacted into law. From the nature of the bills which have so far come out of the committee before whom the Acting Commissioner appeared, the tribal approach to the problem suggested by Mr. Zimmerman is entirely neglected and the effort seems to be directed toward liquidating the Indian Service primarily by transferring its various functions to other already existing agencies of the Federal Government. For example, bills are now before Congress which provide for the transfer of Indian health work to the United States Public Health Service, of Indian forestry and extension work to the Department of Agriculture, of Indian irrigation to the Bureau of Reclamation, and providing for the removal of restrictions upon the leasing of all allotted Indian lands and upon all individual Indian money. So far

I have not seen bills requiring the transfer of all welfare work to the Federal Security Agency, or all school work to the Office of Education, but I should not be surprised if such bills were introduced soon.

In addition to the above general or specific bills which would provide for handling the withdrawal of Federal supervision on a tribal basis, the Indian office has submitted for consideration an individual relinquishment bill which would enable any individual Indian, no matter what his tribal affiliation, whether in one or another of the three above-named groups, to relinquish his ties to the Federal Government. As many of you may know, there is nothing at the present time which prevents an Indian from announcing his intention of withdrawing from a tribe and renouncing any responsibility of the United States Government toward him, and already a number of individual Indians have taken advantage of this opportunity to remove themselves completely from both tribal affiliation and Federal supervision. The proposed bill of the Indian Office would write into law this existing privilege of the individual Indian, coupled with a provision that when such relinquishment takes place and when existing property and other restrictions are removed, any further responsibility of the Federal Government for the individual shall terminate.

It is of interest here also to point out that in addition to the legislation referred to above, there are several other bills in Congress at the present time dealing with Indian matters. There is a bill to repeal the Indian Reorganization Act—the Wheeler-Howard bill of 1934—and a bill on which hearings are now proceeding to repeal the Indian Claims Commission law which was passed only last year, and the members of which Commission have only recently been confirmed. There are also bills to release all restrictions on the property of Indian veterans, repeal the Indian liquor law away from reservations, and innumerable bills to release restrictions on individual Indian lands. I am not here to discuss the merits or demerits of these various bills, but I present this rather long introduction to acquaint you with the fact that there is an extremely live interest in the Indian problem in the current Congress and to impress upon you the fact that the Indian problem in many of its phases will probably not long remain solely a Federal responsibility and may very soon be laid in the laps of State, district, and local people like yourselves and your coworkers.

This, of course, is not the first time that similar solution of the so-called Indian problem has been suggested and widely debated both in Congress and in the country at large. The Meriam report of 20 years ago made recommendations looking toward the gradual limitation of Federal services to Indians, and numerous congressional committees have, after extended hearings and visits to the field, come out with recommendations to turn responsibility for the Indians over to the Indians themselves or to the States in which the Indian groups are located. In spite of these recommendations the Federal Government has moved slowly in completing its trusteeship obligation toward the Indians in terms of removing Federal supervision. The proposal of the Acting Commissioner made this year is one of the most important recent statements of departmental policy and should legislation be passed by the present Congress the year 1947 may well become a date in Indian-Government relationships comparable with the years 1871, 1887, 1934. It is my guess that the present interest on the part of the Indians and on the part of congressional committees is neither temporary nor superficial, and from it can well come a problem of tribal and individual liberation, or freedom, or emancipation, or whatever you want to call it that will begin in a serious way the removal of trusteeship from the peoples whose ancestors 300 and 400 years ago owned and controlled the vast expanse of this great country, and whose descendants have passed through various stages of friend, enemy, ward, and hero.

The responsibilities of the Indian service are essentially of three types: (1) The provision of services, largely of a personal nature, such as health, education, welfare, extension, law, and order; (2) the protection of Indian resources (their land, timber, minerals) and the development of these resources through irrigation, more intensive use, or industrialization; (3) the fostering of self-government and self-reliance and the preparation of the individuals and the tribes to take more and more responsibility for their own affairs through such opportunities as the Indian Reorganization Act, the provision of credit, and the working out of proper understanding of the Indian problem in the larger American community.

The area of present responsibility of the Indian office which can most reasonably be undertaken by agencies other than the Indian service is of course in the area of personal services. Since the Indian groups in this country have historically been regarded as discreet cultural units, and for many years were regarded as distinct political units, with values and motivations different from those of the

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neighboring non-Indians and generally different from each other, it has seemed both desirable and efficient that their tribal unity be recognized and such services as are provided be done so by a specialized staff in a single agency. Thus was avoided the need for each service agency to have an Indian unit, and thus was avoided the confusion for the Indians themselves of dealing with a dozen or more different agencies of Government.

The singling out of a special group of people for special overall attention is, of course, not the normal pattern for providing services in our country, and insofar as we remove present services from the Indian office, it can only mean that these services will have to be dispersed over a number of agencies quite distinct from each other, some on a Federal level of administration, some at State level, and some at the local community level.

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Calendar No. 1503

84TH CONGRESS, 2d Session } SENATE { REPORT No. 1484

AGRICULTURAL ACT OF 1956

FEBRUARY 16 (filed under authority of the order of the Senate of FEBRUARY 10), 1956.—Ordered to be printed

Mr. ELLENDER, from the Committee on Agriculture and Forestry, submitted the following

REPORT

together with

MINORITY VIEWS AND INDIVIDUAL VIEWS

[To accompany S. 3183]

The Committee on Agriculture and Forestry, having heretofore reported an original bill (S. 3183) to provide an improved farm program, hereby submit a report thereon with a recommendation that the bill do pass.

BACKGROUND

Although total farm production in 1955 was 12 percent greater than in 1947, gross farm income was 9.4 percent below 1947, and net farm income was down 38 percent. During the same period national income from nonagricultural sources had increased about 68 percent and farm production expenses had risen 11.4 percent. The parity ratio, which measures the relationship between prices received by farmers and prices paid by farmers, dropped from 115 in 1947 to 80 in January of this year.

Your committee and the Department of Agriculture have kept the development of this cost-price squeeze under constant study; and in 1955 your committee conducted extensive hearings in Washington, followed by hearings during the recess of Congress throughout the country to obtain the suggestions of the farmers themselves. Hearings were conducted at St. Paul and Worthington, Minn.; Des Moines, Iowa; Brookings, S. Dak.; Minot, N. Dak.; Pendleton, Oreg.; Fresno, Calif.; Albuquerque, N. Mex.; Fort Worth, Tex.; Hutchinson, Kans.; Stillwater, Okla.; Alexandria, La.; Macon, Ga.; Columbia, S. C.; Raleigh, N. C.; Montpelier, Vt.; and Utica, N. Y. Representatives

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of the Department attended these hearings so that the Department could be kept fully informed of the proposals made. Following these hearings the major farm organizations were asked to work together to perfect the principal proposals offered at the hearings and the assistance of other groups was requested.

On January 9 the President submitted to Congress a number of proposals to assist in meeting the current farm situation, all of which have had the careful study of the committee. Thereafter the committee met informally with farm leaders to obtain their views, and conducted further formal hearings. Out of the proposals received from all these sources a tentative bill was developed and circulated; and after considering every suggestion submitted to the committee for changes in this tentative bill, the committee reported out S. 3183.

This bill provides for immediate assistance to farmers in the form of increased support prices; reduced production of surplus commodities and increased soil, water, wildlife, and forest conservation through acreage reserve and conservation reserve programs; increased disposal or removal of surplus commodities; needed changes in marketing quota and allotment legislation; a two-price plan for rice; assistance to States for tree planting and reforestation; and price reporting and research on forest products.

TITLE I—PRICE SUPPORT

Section 101. Basic commodities except wheat

Section 101 provides for price support for the basic commodities, except wheat, at 90 percent of parity for the 1956 and 1957 crops. This would apply principally to cotton, corn, and peanuts since (1) the provisions contained in title V of the bill, if approved, would supersede this section with respect to rice; and (2) tobacco is required by existing law to be supported at 90 percent of parity whenever marketing quotas are in effect. Cotton, corn, peanuts, and rice are required under existing law to be supported at between 75 and 90 percent of parity. The support prices for rice and corn of the 1956 crop have been announced at $4.04 per hundredweight for rice (75 percent of parity) and $1.40 per bushel for corn (81 percent of parity). Price support levels for the 1956 crops of cotton and peanuts have not yet been announced. The minimum support level provided by this section for cotton, rice, corn, and peanuts (on the basis of January 15 data) is shown in the last column of the following table:

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TABLE 1.—*Support prices on basis of various support levels and various parity prices: Cotton, rice, corn, and peanuts as of Jan. 15, 1956*

Commodity	Unit	Effective parity price Jan. 15, 1956	75 percent of effective parity	90 percent of effective parity	Parity price prescribed by sec. 106 of S. 3183	90 percent of parity price prescribed by sec. 106 of S. 3183
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Cotton, upland	Pounds	[1] $0.3484	$0.2631	$0.3136	$0.3522	$0.3170
Rice	Hundredweight.	[1] 5.42	4.04	4.88	5.42	4.88
Corn	Bushels	[2] 1.73	1.30	1.56	1.82	1.64
Peanuts	Pounds	[2] .129	.0968	.116	.136	.122

[1] New formula parity price.
[2] Transitional 90 percent of old.

Section 102. Wheat

Section 102 provides price support for milling quality wheat at 90 percent of parity and support for other wheat at such levels as will preserve its competitive relationship with corn on the basis of respective feed values, the average support price for all wheat to be not less than 75 percent of parity. Milling quality wheat would be wheat produced in any area from seed of a variety which in such area normally produces wheat of a quality desired for milling purposes. Wheat of the 1956 crop is deemed to be milling quality unless of a variety designated as undesirable by the Secretary of Agriculture prior to the time such wheat is planted. In determining milling quality wheat, the Secretary would consult with a committee on which there will be 3 representatives from each of the principal wheat-producing areas, of whom 1 would be a wheat farmer, 1 a wheat miller, and 1 a person experienced in research on wheat varieties. This section would be applicable only to the 1956 and 1957 crops.

The announced support price for wheat of the 1956 crop is $1.81 per bushel (76 percent of parity). On the basis of January 15 data and the parity formula provided by section 106, 90 percent of parity would be $2.26 per bushel.

Under this section, a national average support level representing 90 percent of the parity price for wheat would be established and, after the adjustments for location, grade, quality, and other factors called for by section 403 of the Agricultural Act of 1949, this would be applied to milling quality wheat. The support level for other wheat would be established at a price for each county which represents its feed value relationship to corn. The feeding value of wheat to corn (pound for pound) based on USDA Circular No. 836 is 105.

The Department has had some experience in preparing a program of the type contemplated by this section.

On August 12, 1955, it announced that under the 1956 wheat price support program 23 designated undesirable varieties would be discounted 20 cents per bushel in addition to any other discounts, and that protein premiums would not be applicable to these varieties. Following is a listing of the designated undesirable varieties, by classes and the States in which they are designated:

Hard Red Winter:
Purkof: Indiana, Michigan
Red Chief: Illinois, Iowa, Missouri, South Dakota, Nebraska, Kansas, Oklahoma, Texas, Montana, Wyoming, Colorado, New Mexico
Red Jacket: Illinois, Nebraska, Kansas, Oklahoma, Texas, Colorado, New Mexico
Kanking: Missouri, Kansas, Oklahoma, Texas, Nebraska
Kanqueen: Missouri, Colorado
Chiefkan: Nebraska, Kansas, Oklahoma, Texas, Montana, Colorado, New Mexico
Stafford: Nebraska, Kansas
Early Pawnee (Sel. 33): Kansas
Early Blackhull: Kansas, Oklahoma, Texas, Montana, Colorado
New Chief: Kansas, Oklahoma, Texas, Colorado, New Mexico
Yogo: Kansas, Oklahoma, Texas
Soft Red Winter:
Kawvale: Indiana, Illinois, Missouri, Kansas, Nebraka
Hard Red Spring:
Henry: Michigan. Minnesota, North Dakota, South Dakota, Montana
Sturgeon: Wisconsin
Progress: Wisconsin
Spinkcota: Minnesota, North Dakota, South Dakota
Premier: Montana, North Dakota
White:
Rex: Idaho, Washington, Oregon
Sonora: California
Galgalos: Nebraska
Durum:
Golden Ball: Minnesota, North Dakota, South Dakota, Montana
Peliss: North Dakota, Montana
Pentad: North Dakota

The August 12 announcement contemplated that a producer certification plan would be used. Each producer applying for price support in States with any of the listed undesirable varieties would be required to certify (1) that the wheat he harvested was not of the undesirable varieties listed for his State, or (2) that the wheat he harvested was from one or more of the undesirable varieties but none of such wheat was being tendered for price support, or (3) that the wheat on which he requested price support contained wheat of an undesirable variety listed for his State and such wheat was identified by variety, and bin number (if farm stored) or warehouse receipt number.

It was estimated that the total 1954 production of the 23 varieties listed as undesirable by the Department in its announcement of August 12, 1955, amounted to 31 million bushels, as compared with the total 1954 crop of 985 million bushels.

Section 103. Cottonseed and soybeans

Section 103 provides that whenever the price of either cottonseed or soybeans is supported, the price of the other shall be supported at such level as will cause them to compete on equal terms on the market. The oil and meal produced from cottonseed and soybeans generally compete for the same markets, both in the United States and abroad. The purpose of this provision is to assure that the support levels established for the two commodities will not result in one being withdrawn into Government store, while the other takes over the market.

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Support prices for the 1951–56 crops of cottonseed and soybeans were as follows:

TABLE 2

Crop	Cottonseed		Soybeans	
	Support price (per ton) [1]	Percent of parity	Support price (per bushel)	Percent of parity
1951	$63.90	90	$2.45	90
1952	66.70	90	2.56	90
1953	54.20	75	2.56	90
1954	54.00	75	2.22	80
1955	46.00	65	2.04	70
1956	48.00	70	2.15	75

[1] Loan rate basis grade (100).

Section 104. Cotton

Section 104 repeals the special provision of law designating Middling ⅞-inch cotton as the standard grade and staple for parity calculations and price support and would result in the average grade and staple being utilized for such purposes as in the case of other commodities. This change for cotton would aid in establishing more realistic differentials under the support program and would result in slightly lower support prices than would result from using Middling ⅞ as the standard grade and staple, since Middling ⅞ is below the actual average grade and staple. The amount they would be lower would depend on the particular schedule of premiums and discounts used in the calculations. If the 1955 loan schedule were used, support prices would be 1.36 cents per pound lower if based on average grade and staple than they would be if based on Middling ⅞. The average quality of the cotton produced in 1954 was as follows: Grade 95.4 (Middling white equals 100) and staple lengths 33.2 thirty-seconds of an inch. Through January 15, 1956, the 1955 crop was as follows: Grade 93.4 and staple length 32.6 thirty-seconds.

Section 105. Dairy products

Section 105 provides price support for whole milk, butterfat and the products of such commodities at not less than 80 percent nor more than 90 percent of parity, and provides for using a parity equivalent for manufacturing milk based on the 30-month period July 1946 to December 1948, both inclusive (the period originally used in computing the parity equivalent). On the basis of data now available, this would result in a parity equivalent of 88 percent of the parity price for all milk sold wholesale by farmers, instead of 83.3 percent as now results from using the most recent 10-year period.

The effect of this section on support prices is illustrated by the following tables:

TABLE 3.—*Minimum and maximum support prices of manufacturing milk*

(*a*) Under present method:	
Parity for all milk per hundredweight: Jan. 15, 1956	$4.61
Parity equivalent price of manufacturing milk:	
83.3 percent of parity for all milk [1]	3.84
Maximum support 90 percent	3.46
Minimum support 75 percent	2.88
(*b*) Under sec. 105:	
Parity for all milk	4.61
Parity equivalent of manufacturing milk:	
88 percent of all milk [2]	4.06
Maximum support 90 percent	3.65
Minimum support 80 percent	3.25

[1] July 1946–December 1955 average relationship between prices of manufacturing milk and all milk wholesale (revised series).
[2] July 1946–December 1948 average relationship between prices of manufacturing milk and all milk wholesale (revised series).

NOTE.—Present support price of $3.15 is 80 percent of the parity equivalent price of manufacturing milk as of Apr. 1, 1955, the beginning of the current marketing year, but is 82 percent of the parity equivalent price as of January 1956.

TABLE 4.—*Minimum and maximum support prices of butterfat*

	Cents per pound
(*a*) Under present method:	
Parity price, Jan. 15, 1956	71.9
Maximum support 90 percent	64.7
Minimum support 75 percent	53.9
(*b*) Under section 105:	
Parity price, Jan. 15, 1956	71.9
Maximum support 90 percent	64.7
Minimum support 80 percent	57.5

NOTE.—Present support price of 56.2 cents per pound is 76 percent of parity as of Apr. 1, 1955, the beginning of the current marketing year, but is 78 percent of the parity price as of January 1956.

The parity equivalents which have been used heretofore and the periods for which they were applicable are set out in the following table:

TABLE 5.—*Parity equivalent*

Period:	*Percent*
January 1949–March 1954	88.5
April–December 1954	84.1
January–December 1955	83.7
January–December 1956	83.3

The method currently used in computing and applying the parity equivalent is described as follows:

METHOD CURRENTLY USED TO COMPUTE AND APPLY THE PARITY EQUIVALENT FOR MANUFACTURING MILK

Current procedure for computing the parity equivalent for manufacturing milk as approved by the Secretary of Agriculture provides that (1) the parity equivalent for manufacturing milk shall be determined on the basis of the relation of (*a*) the average price received by farmers for all milk sold at wholesale to plants and dealers for the period July 1946, through the December preceding the date of computation to (*b*) the average price paid f. o. b. plant by processors for all milk sold by farmers for use in production of American cheese, evaporated milk, and butter and byproducts during the same period; (2) data for each year are to be added annually until 10 full calendar years are included in the comparison; (3) thereafter the parity equivalent during any calendar year will be determined on the basis of the relation between the averages of the respective series for the 10 calendar years immediately preceding.

The factor to be used during a particular calendar year is computed in January of that year using price data available at the date of computation. The factor to be used during 1956 is 83.3 percent, which compares with 83.7 percent, the

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factor used during 1955. The parity price for all milk wholesale, $4.61 per hundredweight on January 15, 1956, multiplied by 83.3 percent, results in $3.84 per hundredweight, the parity equivalent for milk for manufacture for January 15, 1956. This parity equivalent applies to the national average price for all milk of average butterfat content used for the principal manufacturing purposes calculated on an annual basis. It should be noted that the parity equivalent for milk for manufacturing is not in itself a parity price but is rather an administrative determination of an operating differential which is subject to revision as additional data become available or as experience indicates that the same purpose might better be achieved by calculating and applying revised differentials.

Section 106. Parity formula

Section 106 would require the Secretary in the case of the basic commodities to use the old parity price or the modernized parity, whichever is higher. This section also directs the Secretary to make a thorough study of possible methods of improving the parity formula and report thereon within 6 months after enactment of the act.

A brief description of "old," "new" and "transitional" parity prices, and a table illustrating the effect of this section is set out below:

1. Old parity prices are calculated by multiplying base period prices by a parity index. In the case of the basic commodities, except tobacco, the base period is August 1909 to July 1914. Hence, the base period prices for the individual commodities are the average prices received by farmers for those commodities during that period. The parity index is the unrevised index of prices paid by farmers, including interest and taxes.

2. Transitional parity prices are the old parity prices decreased by 5 percent for each calendar year since 1955 in the case of basic commodities and 5 percent for each calendar year since 1949 in the case of nonbasic commodities. For 1956 transitional parity prices are 95 percent of old parity prices for basic commodities and 65 percent of old parity prices for nonbasic commodities.

3. New parity prices are computed in much the same manner as old parity prices, using the parity index based on 1910–14, but the pattern of price relationships among the various commodities that existed in the immediately preceding 10 calendar years is used to determine the pattern of relationships among the parity prices of the individual commodities.

TABLE 6.—*New, old, or transitional and effective parity prices for selected basic and nonbasic commodities, Jan. 15, 1956*

Commodity	Unit	New parity price	Old parity price	Transitional parity price [1]	Effective parity price [2]	Parity price prescribed by sec. 106 of S. 3183
Basic commodities:						
Corn	Bushel	$1.64	$1.82	$1.73	$1.73	$1.82
Cotton, American upland	Pound	.3484	.3522		.3484	.3522
Wheat	Bushel	2.19	2.51	2.38	2.38	2.51
Rice	Hundredweight	5.42	5.14		5.42	5.42
Tobacco:						
Flue-cured, types 11–14	Pound	.534	.522		.534	.534
Burley, type 31	do	.520	.506		.520	.520
Peanuts	do	.114	.136	.129	.129	.136

[1] Transitional parity is not shown where the new parity price is the effective parity price. Transitional parity price in 1956 was 95 percent of the old parity price.

[2] The effective parity price is the new parity price or the transitional parity price, whichever is higher.

TITLE II—SOIL BANK ACT

Title II of the bill provides for a soil-bank program composed of two parts: (1) An acreage reserve program; and (2) a conservation reserve program.

Acreage reserve program

Sections 203–206 authorize and direct the Secretary to compensate producers for voluntarily reducing their 1956, 1957, 1958, and 1959 crops of wheat, cotton, corn, rice, flue-cured tobacco, burley tobacco, and cigar-binder tobacco, types 51, 52, 54, and 55, below their acreage allotments. Cotton would include American upland cotton and extra-long-staple cotton. To be eligible for such compensation, the producer is required to reduce his acreage of the commodity below his farm acreage allotment within such limits as the Secretary may prescribe, to specifically designate such acreage, and not to harvest any crop from or graze the reserve acreage unless the Secretary, after certification by the governor of the State, determines that it is necessary to permit grazing to alleviate hardship caused by severe drought, flood, or other natural disaster. It is anticipated by the committee that beginning with the 1957 crop the program would require the producer to underplant his acreage. It is recognized that in 1956, particularly in winter wheat areas, unless producers are permitted to adjust acreage already planted, some producers would not be able to participate in the program during 1956. The Secretary is directed to establish a national reserve acreage goal for each of the crops and to establish the limits within which individual farms may participate in a manner which is reasonably calculated to achieve the national reserve goal, and give producers a fair and equitable opportunity to participate.

Compensation of producers for participating in the acreage reserve program would be made through the issuance of certificates redeemable in cash by Commodity Credit Corporation or in the commodity, at the option of the producer, in the case of certificates issued with respect to grains and cotton. If the certificate is redeemed in the commodity, it is redeemable at not more than 110 percent of the cash value of the certificate, and the grain or cotton delivered in redemption of the certificate is to be valued at 105 percent of the current support price plus reasonable carrying charges or the market price, whichever is higher. If, as of the beginning of any marketing year, the total supply does not exceed the normal supply of the commodity, certificates thereafter issued or certificates then outstanding would no longer be redeemable in the commodity. Certificates redeemed in cash may be redeemed by the producer or by any holder in due course, but certificates redeemed in the commodity may be redeemed only by the producer. Certificates shall not be redeemed in commodities other than the commodity for the reduced production of which the certificate was issued, except that certificates for corn or wheat may be redeemed in any feed grain including wheat for feed on such basis as may be mutually agreed upon between the producer and CCC.

The amount of the compensation to producers for reducing their crops below their acreage allotments would be established by the Secretary at such rates as would provide producers with a fair and reasonable return for the acreage withdrawn from production and with a sufficient incentive to achieve the reserve acreage goal.

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The compensation paid any producer for participation in the acreage-reserve program with respect to any crop of tobacco is limited to $100 per acre.

The total compensation which may be paid producers for participating in the acreage-reserve program with respect to any year's crops is limited to $750 million, and it is expected that this amount would be allocated among the various crops so as to provide for a fair reduction of acreage for each.

The Secretary is directed to provide adequate safeguards to protect the interests of tenants and sharecroppers, including provision for sharing on a fair and equitable basis the certificates issued for participating in the program, and including such provision as may be necessary to prevent them from being forced off the farm.

Participation in the acreage reserve program by a producer would not reduce his future acreage allotments and quotas.

Conservation reserve program

Sections 207–214 provide for a conservation reserve program. In carrying out the conservation reserve program, the Secretary would be authorized to enter into long-term contracts under which producers would agree to devote to conserving uses a specifically designated acreage of land on the farm regularly used in the production of crops (including crops such as tame hay, alfalfa, and clovers, which do not require annual tillage). The Secretary would, however, have discretion in determining the type of land to be designated in connection with particular contracts, and in making such determination he could consider the needs of the various crop-producing regions of the country.

Section 207 sets forth certain matters that are to be covered in such contracts. Under the contract, the producer would be required to establish and maintain the conservation use on the designated acreage; not to reduce the amount of acreage on the farm normally devoted to conserving uses or allowed to remain idle; not to harvest any crop from the land established in protective cover; not to pasture the acreage prior to January 1, 1959, or such later date as prescribed in the contract except upon a finding by the Secretary, after certification of the governor of the State, of a need for grazing to alleviate hardship caused by flood, drought, or other natural disaster; not to adopt any practice tending to defeat the purposes of the contract; and to forfeit further payments and refund all payments already received, for violating the contract if the Secretary determines that such violation is of such nature as to warrant termination of the contract, or to accept such adjustments or forfeit price support benefits as the Secretary may deem appropriate if he determines that the producer's violation does not warrant termination of the contract.

The contracts would require the Secretary:

(1) To bear such part of the cost (including labor) of establishing and maintaining the protective cover or other authorized use on the designated acreage as he determines to be necessary to effectuate the purposes of the act, not to exceed a maximum for the county or area where the farm was located; and

(2) To make an annual payment for the term of the contract to the farmer who fulfills the provisions of the contract. This payment would represent a fair and reasonable return on the land in protective cover or other authorized use, taking into consideration

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the value of the land for producing commodities customarily grown on such kind of land in the area, the prevailing rates of cash rentals in the area, necessary incentive to obtain contracts, and other appropriate factors.

While the bill contains specific provisions relating to matters to be covered in such contracts, the specific provisions in the bill are not necessarily to be incorporated verbatim in each contract. While it is intended that the contracts contain provisions which give effect to the matters required to be covered, such provisions may be worded so as to give more detailed treatment to such matters or to adapt them to the particular area, type of farming, conserving use, or other matter covered by the contract.

The cost of all direct and significant factors in the establishment of the vegetative cover could be shared. For grasses and legumes these factors would include, but would not be limited to—

(1) Land preparation, including summer-fallowing the area and planting a go-down crop in areas where needed;
(2) Seed;
(3) Inoculation;
(4) Seeding;
(5) Liming;
(6) Fertilizing; and
(7) Fencing the seeding area where needed.

For trees these factors would include, but not be limited to—

(1) Land preparation (including summer-fallowing), if needed;
(2) Tree seedlings, seed, cuttings and shrubs;
(3) Cultivation following planting (where needed); and
(4) Fencing the planted area (where needed).

In a similar way, direct and significant factors of cost could be shared in connection with the establishing and maintaining of water storage facilities and other soil, water, wildlife, or forest conserving uses.

Advertising and bid procedures could be used in determining the lands in any area to be covered by the contracts.

The Secretary could not terminate a contract unless he determined that the nature of the violation was such as to defeat or substantially impair the purposes of the contract. Before termination the Secretary would have to give written notice to the producer who, if he requested such an opportunity within 30 days after the mailing or serving of the notice, would have an opportunity to show cause why the contract should not be terminated. A hearing, formal or informal as provided for under regulations issued by the Secretary, would be held to determine whether to terminate the contract. If termination was determined, the producer would receive written notice thereof and would have 90 days after the mailing or service of the notice to appeal to the appropriate United States district court for a de novo determination of the facts in the case and judicial relief with respect thereto. The Secretary's determination on termination would become final and conclusive if the producer failed to avail himself of the opportunity for a hearing within the 30-day period or for appeal to the court within the 90-day period.

A national conservation reserve goal would be proclaimed each year not later than February 1. Such goal would represent that percentage which the Secretary determines would be practicable to cover by

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contracts during such year of the number of acres by which (1) the acreage needed for the production of agricultural commodities during the preceding year, plus any acreage then in the acreage or conservation reserve program or retired from production because of acreage allotment or marketing quota programs, exceeds (2) the acreage needed during the year for which the determination was made for the production of commodities for domestic and export use and for adequate carryover allowances. The 1956 national goal would be determined as soon as practicable after the enactment of the bill.

In distributing the national goal among States and major crop production regions, due regard is to be given to the need for flood control, drought control, and other conservation benefits; the desires of producers in particular States or regions to participate; diversion of acreage under acreage allotment and marketing quota programs; and the need to assume adequate production of agricultural commodities and crops not in surplus and to discourage the production of those in surplus. Other relevant factors could of course be taken into consideration by the Secretary in the distribution of the national goal.

The criteria for determining the national conservation reserve goal, and for distributing the goal among the States and major crop production regions, are intended only as general guides to the Secretary and not as a rigid formula.

The Secretary would annually report to Congress the scope of the program for that year and the basis for participation in such program in the various States and major crop production regions.

Contracts would be entered into during the 5 years 1956 through 1960. The minimum contract period would be 3 years. The maximum contract period would be 10 years except that contracts for tree cover could extend for 15 years.

The Secretary could not enter into contracts calling for payments to producers (including the cost of materials and services furnished to producers) in excess of $350 million in any calendar year.

Any contract could be terminated by mutual agreement with the producer if the Secretary determined that such termination would be in the public interest. Provision is also made for the modification of contracts previously entered into. In view of the long-term contracts authorized, the Secretary is given broad authority to agree to such modifications, without obtaining technical consideration therefor, as he determines to be desirable either to carry out the purposes of the act or to facilitate the practical administration of the conservation reserve program.

Authority similar to that in the Soil Conservation and Domestic Allotment Act for programs under that act would be provided to make conservation materials and services available to producers under the conservation reserve program. The Secretary could produce as well as purchase such materials and services under the conservation reserve program. It is likely that the facilities of Forest Service nurseries would be needed to produce some of the tree seedlings needed in carrying out the program. The Secretary would be authorized to reimburse any Federal, State, or local government agency for materials or services furnished by such agency and to pay expenses necessary in making such materials and services available, including costs incident to the delivery, application, or installation of the materials and services.

Authority similar to that in the Soil Conservation and Domestic Allotment Act would be provided to use regular dealers in the furnishing of conservation materials and services and to make payments to such dealers in advance of determination of performance by producers. If the Secretary determined it to be necessary to protect the interests of producers and the Government fair prices for furnishing such materials and services could be established.

The bill would provide that the acreage of cropland on any farm would not be decreased during the term of any contract for the purposes of determining acreage allotments and marketing quotas by reason of the establishment of protective cover or other use of land covered by contract under the conservation reserve program. The acreage of cropland on a farm may directly affect the size of the cotton allotment for the farm and may have a bearing indirectly in the size of the farm acreage allotments for other commodities.

Likewise the acreage determined to have been diverted from the production of any commodity subject to acreage allotments or marketing quotas in order to carry out a contract entered into under the conservation reserve program would be considered to have been devoted to the production of the commodity for the purposes of determining future State, county, and farm acreage allotments.

Many producers would be unwilling to participate in the conservation reserve program without these safeguards to preserve their acreage allotments and marketing quotas.

The Secretary is directed to take adequate safeguards to protect the interests of tenants and sharecroppers, including such provision as may be necessary to prevent them from being forced off the farm.

The conservation reserve program would be applicable to the continental United States, and could be extended, if the Secretary determined it to be in the national interest, to Alaska, Hawaii, Puerto Rico, or the Virgin Islands.

Provisions applicable to acreage reserve and conservation reserve programs

As a condition of eligibility for payment under either the acreage reserve or conservation reserve program the producer must comply with all farm acreage allotments established under the Agricultural Adjustment Act of 1938, except that in the case of wheat the wheat acreage must not exceed the larger of the farm wheat acreage allotment or 15 acres. Noncompliance would be determined only when the producer knowingly exceeded the acreage allotment, or, in the case of wheat, 15 acres, if larger than the allotment.

No acreage diverted from the production of any commodity by reason of participation in either the acreage reserve or conservation reserve program may be reapportioned or allotted to any other farm.

Payment of compensation authorized under the acreage reserve or conservation reserve program could be made upon the basis of the claimant's certification that he had complied with all requirements for such payments. It is intended by this provision to authorize the Secretary to provide for payments prior to the end of a program year and without waiting for a check of compliance. The producer would, of course, be expected to agree to refrain from any action which would result in his not being in compliance at the end of the program year.

The Secretary would be directed to use in administering the programs in the continental United States the community, county, and

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State committees established under the Soil Conservation and Domestic Allotment Act.

The Secretary would be required to consult with soil conservation districts, State foresters, land-grant colleges and other appropriate State agencies in formulating at the State and county levels the conservation aspects of the programs. He would be required also to utilize, so far as practicable, the technical resources of the Soil Conservation Service, the Forest Service, land-grant colleges, State foresters, and other appropriate technical services to assure coordination of conservation activities and a solid technical foundation for the program.

The Secretary would be directed to utilize as fully as practicable land use capability data in carrying out the acreage reserve and conservation reserve programs; and to carry forward to completion as rapidly as possible the basic land inventory of the Nation (now about one-third completed). However, land use capability work would continue to be financed from funds otherwise made available for such work and not from any funds made available for the acreage reserve and conservation reserve programs.

In financing the acreage reserve and conservation reserve programs, including administrative costs, the Secretary would be authorized to utilize the facilities, services, authorities, and funds of the Commodity Credit Corporation. Necessary sums to pay the CCC its actual costs would be authorized to be appropriated.

The Secretary may transfer funds to agencies of the Federal or State Governments who are requested to cooperate or assist in carrying out the programs and for technical assistance in connection therewith. Such payments may be made in advance of the time that the agency renders such assistance.

Determinations by the Secretary of (1) the facts constituting the basis for any payment, and (2) the person entitled to certain payments, would be conclusive, in the same way that similar determinations are made conclusive for other programs by section 385 of the Agricultural Adjustment Act of 1938.

The Secretary would be authorized to deny any producer all or any part of the benefits under the soil bank programs if the Secretary determines that (1) the producer had displaced any tenant or sharecropper, or reduced the acreage of any commodity farmed by any tenant or sharecropper, on any farm owned or controlled by such producer; (2) such displacement or reduction was made in contemplation of, or on account of participation by such producer in either the acreage reserve or conservation reserve program; and (3) such displacement or consent was not consented to by the tenant or sharecropper.

Cost-sharing under the regular agricultural conservation program could also be made available for establishing and maintaining protective vegetative cover and other practices and facilities authorized on lands in the acreage reserve and conservation reserve programs. However, where payment is earned for carrying out any such practice under the conservation reserve program, a duplicate payment for carrying out the same practice will not be made under the agricultural conservation program.

The Secretary would be given broad discretion in the administration of the acreage and conservation reserve programs as to lands to

be retired, incentives to be paid, and other matters. This discretion is necessary to the efficient administration of the programs, and its exercise will require consultation with field agencies and others interested in the programs. The following tentative proposals for administration of the act, prepared by the Department of Agriculture, are included for the purpose of illustration and discussion, and should not be considered as being of any binding force.

Tentative Proposals for Administration of the Soil Bank Act

Acreage reserve

The acreage reserve plan is designed to induce farmers to leave unplanted a portion of their allotment acreages for corn, wheat, cotton, rice, and certain types of tobacco. Tentative plans are as follows: The county ASC committees would set a farm yield rating for each farm for each of these allotment crops based on the average or normal yield for the last 5 years except for wheat for which the last 10 years would be used. The local ASC committee would advise each farmer of the dollar payment per acre he might receive for underplanting one or several of his allotments. The rate of payment would be based on a percentage of the loan rate times the approximate normal yield. The farmer would have to designate lands to be placed in the acreage reserve of equal quality to those used for the crop and agree that the acres so designated would not be harvested or grazed.

In the case of small farms, under the tentative plans, the farmer would be permitted to participate in the acreage reserve to the full amount of his acreage allotment up to 30 acres for grain and 10 acres for cotton. For larger farms, the maximum would be 50 percent of the allotment. There would also be a minimum acreage which could be placed in either the conservation reserve or the acreage reserve. Provisions would be included in the program requiring protection of the rights of tenants and sharecroppers.

Conservation reserve

The conservation reserve plan is designed to take lands out of the production of crops for periods of 3 to 15 years and place such lands in conservation uses such as grass, trees and other approved conservation practices. The establishment of vegetative cover, water storage facilities, improving and expanding forest cover and other conservation measures which will be obtained under the conservation reserve program, will contribute to flood prevention by retarding runoff of rainwater, prevention of soil erosion, and by providing storage of water. Water storage will be accomplished both by increased soil storage capacity and by water storage structures. These same measures, coupled with the less intensive use provided for, will conserve and rebuild soil fertility and retard soil depletion.

It is tentatively planned that in each county, the ASC committee would offer to enter into contracts specifying (1) the acreage to be placed in the program; (2) the payments to be made; and (3) the use to be made of the acres. Nationally, the annual payment on such lands would probably average about $10 per acre. Rates within a county would vary with the quality of the land. Payment rates would be determined by areas. In addition, it is tentatively planned that the contract would provide that the Government pay up to 80 percent of the cost of applying the agreed-upon conservation practices on such lands. So far as practicable, the conservation practices which would qualify for cost-sharing payments would be the same and at the same rates as under the ACP program.

To provide further detail there follows background material developed in the Department to illustrate how the proposed soil bank program would work, what administrative regulations might have to be made, suggested rates of payment for participation, and other pertinent information. This material (amended to include tobacco) was presented to the Senate Committee on Agriculture and Forestry, February 3, and has been made public by it. The Department emphasizes that the information included in the attached statement is necessarily very tentative and should be treated accordingly. Extensive checking with farmers in the field will be needed. Final arrangements for carrying out the soil bank will, of course, depend upon the final form of legislation involved. The Department of Agriculture will welcome continued suggestions and recommendations from farmers.

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PLANS FOR IMPLEMENTING THE SOIL BANK (TENTATIVE)

These are the types of administrative regulations which might he needed assuming the legislative proposals which have been made,

I. ACREAGE RESERVE—OBJECTIVE: REDUCE PRODUCTION OF ALLOTMENT CROPS

A. Establishment of yields to serve as a basis of payment:

1. Follow this procedure:

(a) Use check yields during 1951–55 as a base.

(b) Break the national yield figure down by States and counties.

(c) County committeemen determine normal yields for community (these weight out to county normal yields).

(d) Community committeemen establish a normal yield for each farm in the community which grows the allotment crop concerned. Each such farm will he placed in one of 5 or 7 yield categories, ranging above and below the community average. Adjustment procedures will be used to line yields with community average. (Up to this point everything can be done in the county office and will move rapidly.)

(e) Individual farmers will be invited to offer land for the acreage reserve which is equal in productivity to land which has been used for the given crop on their farms. Thus they can be quoted a dollar figure per acre for typical land for the allotment crop on the farm, With the possible exception of the first year, farmers should indicate their intention to participate prior to planting time. Farmers may sign up for land better than average for the farm in which case they will receive payments based on a higher yield. If below average, a lower per acre payment will be made.

B. Preliminary payment rates, minimum and maximum participation and cost:

1. Payment rates, the extent to which these rates need to be varied according to quality, location, and other factors is still under study (these figures are preliminary and are being checked in the field):

(a) Cotton, 50 percent of the average support price.

(b) Wheat, 50 percent of the support price (legislation may not be forthcoming in time to make a program this year on winter wheat practical).

(c) Corn, 50 percent of the support price. Discussions continue on the serious difficulties of including corn in this program.

(d) Rice, 50 percent of the support price.

2. Maximum and minimum participation (these should be administrative matters, not specified in the law; also there should be discretion to take care of farmers who for reasons of sickness or disability may not wish to operate their farms):

(a) Maximum: Grain, 30 acres or 50 percent of allotment, whichever is larger; cotton, 10 acres or 50 percent of allotment, whichever is larger.

(b) Minimum: Grain, 10 acres or allotment, whichever is smaller; cotton, 2 acres or allotment, whichever is smaller.

3. Participation and cost, national basis (highly tentative):

	Acres which might come in millions	National average yield per acre	Rate of payment based on normal yield	Approximate cost per acre	Total cost (in millions)
Cotton	3–5	303 pounds	50 percent of loan level	$50	$150–250
Wheat	[1] 12–15	15.8 bushels	do	17	200–250
Corn	4–6	44.2 bushels [2]	do	38	150–220
Rice	.3	2,500 pounds	do	60	18–20
Tobacco	.1	1,250 pounds	do	100	10
Total	19.4–26.4				528–750

[1] Based on both winter and spring crop.
[2] Commercial corn acre yield.

NOTE.—These are based on 90 percent supports and optional parity.

C. Agreement-landlord tenant relationship:

1. Compensation is to be divided among interested landlords and tenants on the farms in the same proportion as they would have shared in the crop in the absence of a reserve acreage program, unless division on another basis is agreed upon by landlords and tenants and their agreement is approved by the county committee in accordance with standards prescribed by the State committee.

II. CONSERVATION RESERVE—OBJECTIVE: TAKE OUT THE LESS PRODUCTIVE CROPLAND

A. Conservation reserve rental rates:

1. Establishment costs, $19 per acre, national average:

(a) Pay 80 percent of costs, not to exceed a maximum of $25 per acre for either forage or trees.

(b) Keep incentives alined with ACP so as not to upset the ACP program.

2. Rental rates:

(a) $10 per acre, average for the United States.

(b) State rental rates established on basis of land values, productivity, and other factors.

(c) County rental rates would vary on the basis of such factors as county yields and value of farmland. County rates would be adjusted so that the weighted average did not exceed the State rate. No county rate would exceed $20 per acre.

(d) Farm rental rates would be established on the basis of specified acreage placed in conservation reserve. Rates would be based on relative productivity of specified acreage.

(e) Rental rates would need to be adjusted if grazing is permitted within the contract period.

B. Practices:

1. Eligible land should be land which was used for the production of row crops or small grain during at least 1 of the last 3 years.

2. Forage (enough seed to plant about 14 million acres in 1956):

(a) Prefer perennials.

(b) Annuals satisfactory when seeded with perennials.

(c) Annuals satisfactory alone when no perennial seed available and appropriate practices can be followed. Due to seed limitations, some latitude may be needed regarding soil protective practices during the first year or two.

3. Trees (enough stock to plant about half a million acres in 1956):

(a) Adapted forest trees.

(b) Shrubs when interplanted for shelterbelt purposes.

4. Water storage:

(a) Cost of water retention dams shared.

III. OPERATING PROCEDURE

A. We are now checking our tentative inducements and procedures in the field.

B. Develop data as soon as legislative action permits.

C. Hold educational meetings, perhaps on a county basis.

D. Arrange for signup dates and meetings.

E. Minimize the number of farm visits by handling as many things at one time as can conveniently be done.

F. There are no funds for administrative work until and unless the Congress acts.

G. If legislative action is not taken prior to April 15 it will be extremely difficult to get a program this year, except for wheat seeded in the fall of 1956.

IV. THE CERTIFICATES

A. Draw them in terms of dollars.

B. Redemption, if the farmer elects it, to be accomplished by purchase of the relevant commodity at specified rates.

C. Interest rate probably 3½ percent.

D. Maturity date probably at the time the loan normally would mature. Loans for the various commodities might all be matured at the same date.

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COTTON

Bolivar County, Miss.:		
County normal yield	pounds per acre	389
Size of farm	acres	240
Acreage allotment	do	70
Acres put into reserve	do	15
Farm normal yield	pounds per acre	450
Payment rate per acre		$67.50
Payment		$1,012.50
Orangeburg County, S. C.:		
County normal yield	pounds per acre	323
Size of farm	acres	60
Acreage allotment	do	15
Acres put into reserve	do	5
Farm normal yield	pounds per acre	300
Payment rate per acre		$45
Acreage reserve payment		$225
Conservation reserve acreage	acres	20
Cost of establishing grass		$500
Payment at 80 percent of cost		$400
Annual payment		$140
Conservation reserve payment, 1st year		$540
Soil bank payment, 1st year		$765

WHEAT

Ward County, N. Dak.:		
County normal yield	bushels per acre	13.2
Size of farm	acres	320
Acreage allotment	do	120
Acreage put into reserve	do	30
County loan rate (approximately)	per bushel	$1.80
Farm normal yield	bushels per acre	15
Payment rate per acre		$13.50
Payment		$405
Cheyenne County, Kans.:		
County normal yield	bushels per acre	20.7
Size of farm	acres	240
Acreage allotment	do	90
Acreage put into reserve	do	15
County loan rate (approximately)	per bushel	$1.80
Farm normal yield	bushels per acre	19
Payment rate per acre		$17.10
Payment		$256.50

NOTE.—If 40 acres were put in the reserve, payment would be $684.

CORN

Blue Earth County, Minn.:		
County normal yield	bushels per acre	56.8
Size of farm	acres	160
Acreage allotment	do	50
Acreage put into reserve	do	10
County loan rate (approximately)	per bushel	$1.30
Farm normal yield	bushels per acre	70
Payment rate per acre		$45.50
Payment		$455.00

NOTE.—If he elects to put 25 acres into the reserve his payment would be $1,137.50.

Marshall County, Iowa:		
County normal yield	bushels per acre	58.4
Size of farm	acres	320
Acreage allotment	do	140
Acreage put into reserve	do	40
County loan rate (approximately)	per bushel	$1.32
Farm normal yield	bushels per acre	58.4
Payment rate per acre		$38.54
Payment		$1,541.60

RICE

Arcadia Parish, La.:		
Parish normal yield	pounds per acre	2,177
Size of farm	acres	400
Acreage allotment	do	100
Acreage put into reserve	do	20
Parish loan rate (per hundredweight)		$4.16
Farm normal yield	pounds per acre	2,400
Payment rate per acre		$49.92
Payment		$998.40
Plus		
Cotton-acreage allotment	acres	40
Acreage put into reserve	do	10
Farm normal yield	pounds	400
Cotton payment		$600
Total payment		$1,558.40
Colusa County, Calif.:		
County normal yield	pounds per acre	3,084
Size of farm	acres	280
Acreage allotment	do	90
Acreage put into reserve	do	10
County loan rate (per hundredweight)		$3.50
Farm normal yield	pounds per acre	3,000
Payment rate per acre		$52.50
Payment		$525.00

CONSERVATION RESERVE

1. Farm in western Kansas:	
960 acres.	
100 acres put into conservation reserve.	
Total cost of establishing grass cover at $7 per acre	$700
Payment to farmer at 80 percent of the cost	560
Yearly rental, based on productivity of the specific acres at $5 per acre	500
Payment to farmer the 1st year, $560 plus $500	1,060
Payment in subsequent years for duration of the contract	500
2. Farm in the Piedmont:	
120-acre farm.	
Takes out 60 acres, puts 30 in grass, 30 in trees.	
Total cost of establishing 30 acres of grass at $30	$900
Total cost of establishing 30 acres of trees at $12	360
Payment to farmer equal to 80 percent of costs	1,008
Annual payment, based on productivity of the reserve acres, at $8 per acre	480
Payment 1st year, $1,008, plus $480	1,488
Payment in subsequent years for duration of the contract	480
3. Farm in New England:	
150-acre farm.	
Puts 30 acres into conservation reserve.	
Total cost of establishing grass cover at $35 per acre	$1,050
Payment to farmer at 80 percent of the costs but not to exceed $25 per acre	750
Rental at $10 per acre	300
Total payment, 1st year, $750 plus $300	1,050
Payment in following years for duration of the contract	300
4. Farm in the Corn Belt:	
320-acre farm.	
Puts 20 acre hill field into conservation reserve.	
Total cost of establishing grass cover at $25 per acre	$500
Payment to farmer at 80 percent of the cost	400
Rental at $15 per acre	300
Total payment, 1st year, $300 plus $300	700
Payment in following years for duration of the contract	300

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CORN AND WHEAT

Montgomery County, Ill.:		
Size of farm	acres	320
County corn yield	bushels	56.1
Corn acreage allotment	acres	100
Farm normal yield	bushels per acre	60
Acreage put into reserve	acres	50
County loan rate (approximate)		$1.42
Payment rate per acre		$42.60
Payment		$2,130
County wheat yield	bushels	24.4
Wheat acreage allotment	acres	40
Farm normal yield	bushels per acre	25
Acreage put into reserve	acres	20
County loan rate (approximate)		$1.90
Payment rate per acre		$24.75
Payment		$495
Total acreage reserve payment		$2,625

For reference purposes there follows a statement showing data on planted acreages, production and CCC loan and inventory stocks of the commodities eligible under the acreage reserve program.

U. S. DEPARTMENT OF AGRICULTURE

COMMODITY STABILIZATION SERVICE

Acreage, production, CCC stocks, and CCC loan operations, principal crops

All cotton:		
Acreage in cultivation July 1, 1955	acres	17,489,000
Production 1955	bales	14,476,000
CCC-owned stocks Feb. 8, 1956	do	7,115,816
Under CCC loan Feb. 3, 1956	do	6,602,887
Corn:		
Acreage planted 1955	acres	81,577,000
Production 1955	bushels	3,184,836,000
CCC-owned stocks Jan. 18, 1956	do	745,377,000
Under CCC loan Jan. 15, 1956	do	200,300,000
Wheat:		
Acreage planted 1955	acres	58,284,000
Production 1955	bushels	938,159,000
CCC-owned stocks Jan. 18, 1956	do	857,471,000
Under CCC loan Jan. 15, 1956	do	256,480,000
Rice (rough):		
Acreage planted 1955	acres	1,842,000
Production 1955	hundredweight	53,420,000
CCC-owned stocks Jan. 18, 1956	do	18,532,000
Under CCC loan Jan. 15, 1956	do	14,925,000
Tobacco: [1]		
Cigar binder, type 51—		
Acreage harvested 1955	acres	7,900
Production	pounds	12,401,000
CCC-owned stocks Dec. 31, 1955		None
Under CCC loan through associations, types 51 and 52, Dec. 31, 1955	pounds	7,660,000
Cigar binder, type 52—		
Acreage harvested	acres	5,700
Production 1955	pounds	10,117,000
CCC-owned stocks Dec. 31, 1955		None
Under CCC loan Dec. 31, 1955. (Included with 51 above.)		
Cigar binder, type 54—		
Acres harvested 1955	acres	4,700
Production 1955	pounds	6,815,000
CCC-owned stocks	do	95,000
Under CCC loan through associations, types 54 and 55, December 31, 1955	pounds	5,541,000

[1] All tobacco data except acreage are on farm-sales-weight basis.

Acreage, production, CCC stocks, and CCC loan operations, principal crops—Con.

Tobacco—Continued		
Cigar binder, type 55—		
Acres harvested 1955	acres	9,700
Production 1955	pounds	12,778,000
CCC-owned stocks		None
Under CCC loan. (Included with 54 above.)		
Burley—		
Acres harvested 1955	acres	322,300
Production 1955	pounds	509,835,000
CCC stocks		None
Under CCC loans Dec. 31, 1955 of which 72,800,000 lbs. is 1955 crop	pounds	476,100,000
Flue cured—		
Acres harvested 1955	acres	991,700
Production 1955	pounds	1,504,075,000
CCC-owned stocks		None
Under CCC loan Dec. 31, 1955 including practically all of 1955 that will be covered	pounds	597,500,000

TITLE III—SURPLUS DISPOSAL

Section 301. Authority to add corn to set-aside

Section 301 gives the Secretary discretionary authority to add not to exceed 250 million bushels of corn to the set-aside established pursuant to section 101 of the Agricultural Act of 1954.

The Agricultural Act of 1954 provided for the insulation from commercial markets of up to $2,500 million worth of commodities held or thereafter acquired from 1954 and prior year's production. The maximum and minimum quantities specified in the law and the actual quantities set aside as of December 31, 1955, are as follows:

TABLE 7

Commodity	Maximum quantity	Minimum quantity	Quantity in set-aside as of Dec. 31, 1955
Wheat (bushels)	500,000,000	400,000,000	420,286,393
Upland cotton (bales)	4,000,000	3,000,000	2,632,456
Cottonseed oil (pounds)	500,000,000		
Butter (do)	200,000,000		
Nonfat dry milk solids (do)	300,000,000		
Cheese (do)	150,000,000		

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The price-support level for corn has been announced for the 1956 crop at 81 percent of parity, or $1.40 per bushel, based on the indicated supply situation and the January 15, 1956, parity. Had 250,000,000 bushels of corn been included in the set-aside at the time these determinations were made, the change in supply data would have resulted in a support price of 84 percent of parity, or $1.45.

Section 302. Program of orderly liquidation

Section 302 requires the Secretary to submit to Congress within 60 days after the enactment of the act a detailed program for the disposition of all stocks of agricultural commodities held by CCC and to report annually thereafter on operations undertaken to dispose of such stocks.

There follows a statement showing the quantity and value of commodities pledged for outstanding CCC loans and commodities in price-support inventory of the CCC as of December 31, 1955, with a comparison in total as of December 31, 1954. (Quantity data shown include the quantities in the set-aside inventory as of the respective dates.)

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TABLE 8.—*Quantity and value of commodities pledged for outstanding loans and commodities in price-support inventory as of Dec. 31, 1955, and total investment as of Dec. 31, 1954*

[All figures in thousands]

Commodity	Unit of measure	Investment as of Dec. 31, 1955 [1]						Total investment as of Dec. 31, 1954 [1]	
		Pledged for loans		In inventory		Total			
		Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
Basic commodities:									
Corn	Bushels	180,159	$377,579	757,612	$1,300,323	937,771	$1,677,902	757,756	$1,237,164
Cotton, extra long staple	Bales	13	3,506	93	33,975	106	37,541	84	29,519
Cotton, upland	do	5,422	893,034	7,921	1,437,071	13,343	2,330,105	8,424	1,428,692
Peanuts, farmers' stock	Pounds	290,746	32,856	6,033	668	296,779	33,524	12,968	1,351
Rice	Hundredweight	12,115	64,158	15,387	175,902	27,502	240,060	15,369	84,701
Tobacco	Pounds	1,053,976	597,808	231	92	1,054,207	597,900	725,891	346,279
Wheat	Bushels	221,241	455,343	888,542	2,399,042	1,109,783	2,854,385	1,106,257	3,756,649
Total basic commodities			2,324,344		5,347,073		7,671,417		5,884,355
Designated nonbasic commodities:									
Honey	Pounds	986	105			986	105	1,725	218
Milk and butterfat:									
Butter	do			166,399	100,685	166,399	100,685	451,541	202,678
Butter oil	do			23,980	20,613	23,980	20,613		
Cheese	do			333,002	131,250	333,002	131,250	437,706	175,109
Milk, dried	do			161,714	28,216	161,714	28,216	268,259	43,642
Whey	do			8,180	503	8,180	503	85,122	3,471
Tung oil	do			22,988	5,850	22,988	5,850	38,516	9,450
Wool	do			140,059	94,156	140,059	94,156	145,445	96,657
Total designated nonbasic commodities			105		381,273		381,378		621,234
Other nonbasic commodities:									
Barley	Bushels	69,152	61,147	31,261	43,966	100,413	105,113	94,694	109,142
Beans, dry edible	Hundredweight	2,284	15,005	1,865	14,755	4,149	29,760	3,210	24,870
Cottonseed and products:									
Cotton linters	Pounds			495,830	47,771	495,830	47,771	663,980	64,560
Cottonseed	Tons	[2]	7				7	[2]	2
Cottonseed meal	Pounds			53	2	53	2	4,773	71
Cottonseed oil	do			17,878	2,801	17,878	2,801	604,489	107,551
Flaxseed	Bushels	6,685	18,925	438	1,517	7,123	20,442	6,153	19,649
Grain sorghum	Hundredweight	43,483	75,828	26,452	77,379	69,935	153,207	51,260	126,438
Linseed oil	Pounds			57,256	8,385	57,256	8,385	130,828	22,306

Naval stores:									
Rosin	do			280,234	21,517	280,234	21,517	348,570	26,367
Turpentine	Gallons			1,846	1,059	1,846	1,059	2,873	1,576
Oats	Bushels	56,237	34,493	35,258	29,988	91,495	64,481	84,810	66,305
Olive oil	Gallons							365	934
Rye	Bushels	8,988	9,595	3,306	5,390	12,294	14,985	7,579	10,720
Seeds, hay and pasture	Pounds			26,718	15,198	26,718	15,198	38,181	20,273
Seeds, winter cover crop	do							26,753	3,772
Soybeans	Bushels	22,342	44,680	410	986	22,752	45,666	23,177	50,148
Total other nonbasic commodities			259,680		270,714		530,394		654,684
Exchange commodities: Strategic and critical materials					83,120		83,120		10,952
Total			2,584,129		6,082,180		8,666,309		7,171,225

[1] Book value before deduction of reserve for losses.
[2] Less than a thousand.

Section 303. Reestablishment of historic share of world cotton market

Section 303 directs Commodity Credit Corporation to use its existing powers and authorities to reestablish and maintain the fair historical share of the world market for United States cotton. Under this authority the Secretary would be directed to initiate immediately an export program for cotton so that it will move into export channels at competitive world prices. The program developed could provide either for the sale of CCC cotton for export at competitive world prices or for a cash export subsidy on United States cotton sufficient to make it competitive in world markets. The section also provides that cotton made available by CCC under section 102 of the Agricultural Trade Development and Assistance Act of 1954 shall be sold at competitive world prices. Cotton made available is intended to include cotton sold from its stocks by CCC as well as cotton made available for export under the program through CCC financing of exportations from private stocks.

The Department initiated a special cotton export program January 1, 1956, and 723,469 bales were sold during the first 6 weeks of the program. The cotton has been sold at prices averaging about $45 per bale under the minimum price at which it could have been sold for unrestricted use under section 407 of the Agricultural Act of 1949, as amended.

Section 304. Extra long staple cotton

Section 304 directs the Secretary of Agriculture to provide sufficient incentive to domestic users of extra long staple cotton to assure domestic utilization of a minimum of 30,000 bales of such cotton annually and authorizes appropriations for such purpose.

Section 305. Section 32 funds supplemented

Section 305 of the bill authorizes an annual appropriation of $250 million, free of the existing 25 percent limitation on the expenditure of funds with respect to any one commodity, to enable the Secretary of Agriculture to further carry out the provisions of section 32.

There follows a statement of the section 32 funds available for the fiscal year 1956:

Carried forward from 1955	$300,000,000
Appropriated (30 percent of customs receipts)	166,807,174
Total available under sec. 32	466,807,174
Deduct transfer to Interior Department	−4,322,879
Total available to USDA	462,484,295

Section 32, enacted in August 1935, appropriates for each fiscal year an amount equal to 30 percent of the previous calendar year's customs receipts for the purpose of encouraging the domestic consumption and exportation of agricultural commodities. The Agricultural Act of 1948 provides that up to $300 million of unused prior year balances remain available for use.

Section 32, as amended (7 U. S. C. 612c), provides that the amount that may be devoted during any fiscal year to any one agricultural commodity or the products thereof shall not exceed 25 percent of the funds available under this section for such fiscal year and also that the funds "shall be devoted principally" to nonbasic perishable agricultural commodities other than those receiving price support under title II of the Agricultural Act of 1949, as amended.

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Public Law 393, 76th Congress (53 Stat. 1411 and 1412), as amended by Public Law 466, 83d Congress, provides that section 32 funds in an amount equal to 30 percent of customs receipts collected on fishery products shall be transferred to the Secretary of the Interior. Also, Public Law 311 of August 9, 1955 (84th Cong.) authorizes the use of $15 million to meet commodity program costs in each of the fiscal years 1956 and 1957 for the purchase and donation of wheat flour and cornmeal to needy persons without regard to the requirement relating to the amounts to be devoted to perishables. In addition to these limitations and requirements for section 32 funds, their use is also authorized by section 392 (b) of the Agricultural Adjustment Act of 1938, as amended (7 U. S. C. 1392 (b)), for operating expenses and administration of other laws such as the Marketing Agreement Act of 1937.

The use of section 32 funds for program operations varies from year to year, depending upon economic conditions with respect to particular commodities as well as the outlets which may be available for commodities purchased. Based on total funds available under section 32 for fiscal year 1956, the largest amount that can be devoted to commodity program costs for any one commodity or product thereof is $116,701,793. This would include the direct program costs of purchasing, processing, packaging, transporting, etc. Administrative expenses of the Department in connection with section 32 programs are not included in the calculation of the amount devoted to any one commodity. The largest amount previously devoted to any one commodity was in the fiscal year 1954 when $87,129,232, or the equivalent of 18.3 percent of total funds available, was used for commodity program costs for the purchase and donation of dairy products.

Section 306. Transfer of barter materials to supplemental stockpile

Section 306 provides for the transfer to the supplemental stockpile established by section 104 (b) of the Agricultural Trade Development and Assistance Act of 1954 of materials acquired by CCC under the barter program unless such materials were acquired for the national stockpile or were acquired for other purposes, and authorizes appropriations to reimburse CCC for the value of any materials so transferred. This section also provides that strategic materials acquired by CCC as a result of barter may be imported free of duty as in the case of strategic materials imported for the national stockpile. Although it would appear that materials imported by CCC are already exempt under the provisions of 15 United States Code 713a–5, which exempts CCC from all taxation except real estate taxes, it is understood that the Bureau of Customs has raised a question whether this exemption extends to import duties. The present section will make it clear that materials entered by CCC are exempt from duties.

Section 307. Sales for foreign currency exempted from cargo preference

Section 307 removes sales for foreign currency under title I of the Agricultural Trade Development and Assistance Act of 1954 from the requirement of the cargo preference statute, Public Law 664, 83d Congress, that at least 50 percent of commodities transported on ocean vessels under certain foreign aid programs and other Government programs shall be transported on privately owned United States-flag vessels.

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From the inception of the title I program under Public Law 480 through January 31, 1956, agreements have been entered into with 22 countries providing for the sale of approximately $517 million worth of commodities at export market value. The cost to the Commodity Credit Corporation of financing these sales will be about $769 million. Ocean freight costs involved in moving these commodities and financed by the United States will amount to about $53 million. The export market value of the commodities plus the amount of ocean freight financed, except for differentials absorbed by the United States, is paid by the importing countries in their own currencies.

In applying the cargo preference law to the program, at least 50 percent of each commodity to each country is required to be moved on United States flag vessels, if available. Also, at least 50 percent of shipments in each of the categories, liner, tramp, and tanker are required to move on United States flag vessels, if available. Compliance with these requirements is assured through prior approval by the Department of all vessel charters and liner bookings.

The Commodity Credit Corporation finances ocean transportation costs on United States vessels when such vessels are required to be used in order to assure compliance with the provisions of the Cargo Preference Act. The amount by which freight costs on such vessels exceed the prevailing rate on foreign flag vessels is absorbed by the United States. Ocean transportation costs on United States vessels over and above that necessary to comply with the provisions of the Cargo Preference Act and on third country vessels is financed only to the extent that the importing country is unable to pay such costs. Transportation costs on vessels of the importing country are not financed under the program.

Approximately 53 percent of the total tonnage was approved for shipment on United States-flag vessels. Tramp tonnage was about 81 percent of the total, liner tonnage about 18 percent, and tanker tonnage about 1 percent. The 18 percent liner tonnage breaks down, 13 percent United States flag and 5 percent foreign flag. Tramp tonnage divided about 40 percent United States and 41 percent foreign, the 1 percent in favor of foreign tramps being the result of the shortage of United States-flag tramps to carry wheat to Yugoslavia during February of 1955. Since that time no appreciable difficulty has been experienced in the chartering of sufficient United States-flag vessels.

Your committee is firmly convinced that the maintenance of our merchant marine fleet is essential to national welfare and security. However, such governmental support as is necessary for maintenance should be directly provided and should not be at the expense of the farm program. The word "expense" is used in this connection to connote not so much monetary expense as the expense of curtailed dispositions of surpluses under the program and hampered efforts to obtain the liberalization of restrictions against the commercial importation of United States agricultural products into maritime nations.

The Department reported favorably on S. 2584, a bill to exempt the title I program from cargo preference, for the following reasons:

First, we have lost opportunities to move commodities to a number of countries. Only one country, Denmark, has definitely rejected the possibility of negotiating a title I program because of cargo preference. Difficulties in securing acceptance of cargo preference by three other

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maritime nations have delayed negotiations for extended periods. These negotiations have not been terminated, however, and efforts are being continued to overcome this resistance. It is impossible to estimate with any degree of accuracy the value of commodity movement lost because of this problem.

Second, the cargo-preference requirement has resulted in added cost to the farm program. It is necessary to provide dollar financing of ocean freight charges on United States-flag vessels required to be used. Total freight approved for financing during 1955 was about $31 million. About $12 million of this was on United States vessels required to be used in programs with maritime nations which carried all or substantially all of the non-United States-flag tonnage in their own vessels. In the absence of the United States-flag requirement these countries could be expected to participate in the program without any financing of ocean freight by the United States.

In addition to financing the freight charges on United States-flag vessels required to be used, it is necessary for the United States to absorb the differential resulting from use of such vessels where shipment would be cheaper on foreign-flag vessels. On vessels approved during 1955, differentials amounting to about $3 million will have been paid by CCC. This amount will not be covered by foreign-currency payments of the importing countries.

Third, the cargo-preference requirement is hampering efforts to obtain trade liberalization on agricultural commodites. Many importing countries discriminate against imports of United States commodities through quotas, exchange controls, and other restrictions. The Department of Agriculture is making a determined effort to obtain liberalization of such restrictions as part of its overall program to expand exports of United States farm commodities. Obviously, it is difficult for the United States to argue for the lifting of restrictions while imposing restrictions of its own. Maritime nations argue that the freedom of their merchant fleets to compete in the world market is as important to them as the freedom of our farmers to compete in the world market is to us.

Section 308. Surplus Disposal Administrator

Section 308 authorizes the Secretary of Agriculture to appoint an Agricultural Surplus Disposal Administrator at a salary rate of not exceeding $15,000 per annum. This authority is needed in order to secure the best qualified person available. Under present legislation Department final authority to determine compensation for this position is limited to GS–15 with a base rate of $11,610. The possibilities of having the position established in GS–18 ($14,800) through Civil Service Commission channels are quite remote under present numerical restrictions of the Classification Act.

Section 309. State Contribution in Disaster Relief

Section 309 of the bill provides that after March 1, 1957, the States must contribute at least 15 percent of the cost of feed or seed made available for disaster relief.

During the fiscal year 1955 there were two programs of this nature in effect. Under the 1955 emergency feed program, eligible farmers received purchase orders enabling them to buy from established dealers at reduced prices, certain designated surplus feed grains, such as barley, corn, wheat, grain sorghums and oats, or approved mixed

feed containing a high percentage of the surplus feed grains. Dealers received a certificate representing the value of the reduction in the price of the feed and used it to buy replacement stocks which eventually came from CCC inventories. The cost of this program to the Government during the fiscal year 1955, represented by the value of CCC inventories released in satisfaction of dealer's certificates was approximately $61,200,000. Had the States been required to contribute 15 percent of the cost of this program during the fiscal year 1955 their contribution would have amounted to $9,180,000. The emergency feed program was operative as of January 31, 1956, in Colorado, Kansas, Nevada, North Carolina, Oregon, Texas, Utah, and Wyoming.

A second program conducted during the fiscal year involved the execution of agreements with States to assist them in furnishing hay to eligible farmers. Under these agreements the Department contributed a definite sum to the State to defray one-half the cost of transportation of the hay (not to exceed $10 per ton). The total of such contributions during the fiscal year 1955 was $4,684,839. Since the States assumed at least half of the transportation costs for hay, as well as the costs incident to the purchase and distribution of such hay, they would not have to make any additional contributions in a program such as this. North Carolina is the only State with which the Department has a hay agreement at the present time.

TITLE IV—MARKETING QUOTAS AND ACREAGE ALLOTMENTS

Section 401. Extension of surrender and reapportionment

Section 401 extends to the 1956 and 1957 crops of wheat the provisions of section 334 (f) of the Agricultural Adjustment Act of 1938, as amended, whereby wheat producers who do not plant all their wheat allotments can release the unused portion of the allotment. The amount released would be deducted from the allotment for the farm from which released and would be reapportioned by the county committee to other farms in the same county. If not needed in the county, the county committee could surrender the acreage to the State committee for the purposes of establishing new farm allotments. In establishing future allotments, acreages so released and reapportioned are credited to the releasing farms rather than to the farms to which surrendered. Provision for permanent release of allotments is made.

Since release and reapportionment to be effective must be accomplished prior to planting time, extension of the provision to cover the 1956 crop would be applicable only in areas where spring wheat is grown and not in areas where only winter wheat can be grown.

Section 402. Commercial wheat producing area

Section 402 would amend the provision in the Agricultural Adjustment Act of 1938 for determining the noncommercial wheat-producing area. Under present law any State may be excluded from the commercial wheat-producing area for any year if its State allotment for such year is determined to be 25,000 acres or less. As amended, the Secretary would be required to exclude any State from the commercial area for any year if the State allotment for the immediately preceding year is determined to be 240,000 acres or less. By basing the determi-

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nation on the size of the allotment for the preceding year and making the action of the Secretary mandatory, States will be able to know well in advance whether they will be in the commercial area.

The States which would be included in the noncommercial wheat area under the proposal to include all States with 240,000 acres or less in the State wheat allotment, based on 1956 State wheat allotments, are as follows:

(*a*) 12 States included on the basis of the present "25,000 acres or less" provision:

	Acres		Acres
Alabama	14, 505	Mississippi	21, 143
Arizona	17, 533	Nevada	11, 616
Connecticut	626	New Hampshire	71
Florida	1, 329	Rhode Island	603
Louisiana	3, 184	Vermont	432
Maine	1, 347		
Massachusetts	687	Total	73, 076

(*b*) 11 additional States which would become noncommercial under the proposed "240,000 acres or less" provision:

	Acres		Acres
Arkansas	47, 433	South Carolina	133, 488
Delaware	36, 370	Tennessee	199, 261
Georgia	105, 624	West Virginia	42, 956
Iowa	139, 443	Wisconsin	45, 174
Kentucky	219, 495		
Maryland	187, 546	Total	1, 211, 931
New Jersey	55, 141		

The total 1956 allotment acreage involved in the proposed "240,000 acres or less" provision is 1,285,007 or 2.2 percent of the national allotment of 55 million acres. There follows a statement of the acreage allotments for the 36 States included in the commercial area under the "25,000 acres or less" provision:

1956 allotment

	Acres		Acres
Arkansas	47, 433	Ohio	1, 594, 233
California	455, 719	Oklahoma	4, 860, 057
Colorado	2, 702, 237	Oregon	819, 522
Delaware	36, 370	Pennsylvania	620, 185
Georgia	105, 624	South Carolina	133, 488
Idaho	1, 159, 816	South Dakota	2, 749, 275
Illinois	1, 384, 461	Tennessee	199, 261
Indiana	1, 166, 484	Texas	4, 227, 136
Iowa	139, 443	Utah	314, 994
Kansas	10, 587, 206	Virginia	261, 043
Kentucky	219, 495	Washington	2, 009, 033
Maryland	187, 546	West Virginia	42, 956
Michigan	969, 478	Wisconsin	45, 174
Minnesota	726, 503	Wyoming	303, 725
Missouri	1, 163, 686		
Montana	4, 002, 138	Total commercial area	54, 871, 924
Nebraska	3, 200, 332	Total noncommercial area	73, 076
New Jersey	55, 141	National reserve	55, 000
New Mexico	465, 924		
New York	312, 175	Grand total	55, 000, 000
North Carolina	283, 395		
North Dakota	7, 321, 263		

Section 403. Small farm allotments for cotton

Section 403 would amend section 344 of the Agricultural Adjustment Act of 1938, as amended, to provide for reserving not to exceed 1 percent of the national acreage allotment to assist in establishing minimum farm allotments. The State committee would be required to reserve as much as 3 percent of the State allotment, if needed, to supplement the acreage allocated to the State from the national reserve. Under existing law, the county allotment is used first to establish minimum farm allotments at the smaller of 5 acres or the highest acreage planted on the farm in the preceding 3 years, in all counties where farm allotments are established on the "cropland factor" basis and in other counties where allotments are established on the "historical" basis and the county committee elects to establish such minimum farm allotments. The proposed amendments to section 344 of the act would change the fixed acreage portion of the minimum allotment provision from 5 acres to 4 acres and would require minimum farm allotments to be established in all counties regardless of the allotment basis used. The Secretary would determine, on the basis of data available in connection with past allotment programs and such surveys as he deems necessary to obtain additional data on which to base estimates, the additional acreage which would be required to establish minimum farm allotments (assuming that allotments were first made on a cropland or history basis). The acreage so determined would be used as a basis for allocating the national acreage reserve to States and for allocating such reserve, as well as acreage from the State reserve for minimum allotments, to counties.

The national acreage allotment announced for the 1956 cotton crop is 17,391,304 acres. One percent of this total would be 173,913 acres.

Section 404. Minimum State acreage allotments for 1956 rice crop

Section 404 would amend section 353 of the Agricultural Adjustment Act of 1938, as amended, to provide minimum State rice acreage allotments for 1956 equal to 85 percent of the final allotment established for 1955. Any acreage apportioned to farms in the State from the national reserve acreage would be included in determining the minimum allotment. The final allotment for 1955 would include the State allotment originally determined plus the increased acreages allotted in the State through legislation enacted after State allotments were originally determined.

In States having county allotments the increase in State allotments would be apportioned among counties on the same basis as the State allotment had theretofore been apportioned among counties, but without regard to adjustments for trends in acreage.

The additional acreage apportioned to each State by this section is shown in the last column of the following table:

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TABLE 9.—*Rice: Additional allotment acreage that would be apportioned to State under sec. 404 of S. 3183*

State	Total rice acreage apportioned to State for 1955	85 percent of total rice acreage apportioned to State for 1955	Total rice acreage apportioned to State for 1956	Additional acreage required for 1956 to provide allotment equal to 85 percent of final allotment for 1955
Arkansas	453,850	385,772	399,084	0
California	352,729	299,820	297,174	2,646
Louisiana	558,934	475,094	465,773	9,321
Texas	496,929	422,390	421,360	1,030
Mississippi	54,921	46,683	46,267	416
Arizona	269	229	227	2
Florida	1,126	957	949	8
Illinois	24	20	20	0
Missouri	5,388	4,580	4,557	23
North Carolina	34	29	29	0
Oklahoma	175	149	147	2
South Carolina	3,350	2,847	2,783	64
Tennessee	605	514	517	0
United States total	1,928,334	1,639,084	1,638,887	13,512

Section 405. Preservation of unused acreage allotments

Section 405 would provide that with respect to the 1956 and subsequent crops of any commodity for which acreage allotments under the Agricultural Adjustment Act of 1938, as amended, were in effect, the entire acreage allotment for the farm would be considered for purposes of future farm acreage allotments as having been planted to the commodity in such year if the owner or operator of the farm notified the county committee prior to the 60th day preceding the beginning of the marketing year of his desire to preserve the farm acreage allotment of the commodity. This provision would not be applicable to any farm on which no acreage of the commodity was planted for 4 successive years or in any case in which the amount of the commodity of any previous crop stored to postpone or avoid payment of penalty had been reduced because the allotment was not fully planted. No other farm would be permitted to use the acreage of which notice was given under the section.

TITLE V—RICE

Section 501. Two-price plan for rice

Section 501 provides that the national acreage allotment of rice for 1957 shall not be less than the national acreage allotment for 1956, including any acreage allotted under section 404 of the bill. The 1957 allotment will be apportioned among the States in the same proportion as in 1956. The effect of this provision on 1957 State acreage allotments is shown in the last two columns of the following table.

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TABLE 10.—*Rice: Indicated 1957 State acreage allotments under S. 3183 as compared with indicated 1957 State allotments under the present law and 1956 State allotments now in effect*

State	1956 State acreage allotment	Additional acreage apportioned to State from 1956 national reserve	Total acreage apportioned to State for 1956	Total acreage apportioned to State for 1956, adjusted for increase under sec. 404 of S. 3183	Indicated 1957 State allotment under present law [1]	Indicated 1957 State allotment under S. 3183
Arkansas	399,084	0	399,084	399,084	402,852	399,084
California	297,100	74	297,174	290,820	296,691	299,820
Louisiana	460,704	5,069	465,773	475,094	463,416	475,094
Texas	421,360	0	421,360	422,390	419,479	422,390
Mississippi	41,422	4,845	46,267	46,683	42,555	46,683
Arizona	10	217	227	229		229
Florida	887	62	949	957	888	957
Illinois	11	9	20	20	14	20
Missouri	3,673	884	4,557	4,580	4,005	4,580
North Carolina	27	2	29	29	23	29
Oklahoma	38	109	147	149	63	149
South Carolina	1,958	825	2,783	2,847	2,040	2,847
Tennessee	517	0	517	517	502	517
Total, United States	1,626,791	12,096	1,638,887	1,652,399	1,632,528	1,652,399
National reserve	12,293	(197)	(197)	(197)	[2] 6,556	(197)
National allotment	1,639,084	12,293	1,639,084	1,652,596	1,639,084	1,652,596

[1] Assuming the national acreage allotment to be the same as in effect for 1956 and the 1956 planted and diverted acreage of rice to be the same as determined for 1955.

[2] To be apportioned among the minor rice-producing States receiving inadequate State or county allotments such as Mississippi, Missouri, South Carolina, etc.

Two-price plan

Section 501 also provides for a 2-price plan for rice of the 1956 and 1957 crops. A primary market quota for rice is to be determined and proclaimed by the Secretary of Agriculture for each marketing year. This primary market quota is to be determined on the basis of the quantity of processed rice (expressed in terms of hundredweights of rough rice) which the Secretary determines will be consumed in the United States (including its Territories and possessions and the Commonwealth of Puerto Rico) or exported to Cuba during the marketing year, taking into consideration the historical consumption of United States rice in these markets and any expected increase in consumption. In determining the primary quota, rough rice used for feed or seed would be excluded, since it is not intended that the primary quota would include rice which is not milled. For 1956, the primary market quota is to be apportioned among the States on the basis of the 1955 production of rice in each State. For 1957, the primary market quota is to be apportioned among the States on the basis of the average yield per acre of rice in each State during 1955 and 1956, multiplied by the acreage allotment for the State. Each State quota is to be apportioned among farms in the State on the basis of the acreage allotment established for each farm, multiplied by the normal yield per acre for the farm. The estimated 1956 primary market quota and its apportionment among the States is shown in the following tables:

TABLE 11.—*United States milled rice consumed in primary markets (on rough-rice basis)*

[Thousand 100-pound bags]

Marketing year	Food	Industry	Total consumed	Exports to Cuba	Total primary market
1950–51	18,252	4,866	23,118	10,066	33,184
1951–52	16,756	4,750	21,506	7,131	28,637
1952–53	17,750	4,577	22,327	7,039	29,366
1953–54	17,950	4,560	22,510	6,850	29,360
1954–55	18,000	5,700	23,700	4,914	28,614
1955–56 [1]	18,500	5,500	24,000	4,748	28,748
1956–57 [2]	18,500	5,700	24,200	4,750	28,950

[1] Preliminary.
[2] Estimated.

TABLE 12.—*Rice: Apportionment of the estimated 1956 primary market quota among the several States*

[100-pound bags]

State	1955 production [1]	1956 State primary quota	State	1955 production [1]	1956 State primary quota
Arkansas	12,694,000	6,854,007	Missouri	120,350	64,982
California	11,186,000	6,039,777	North Carolina	350	189
Louisiana	13,150,000	7,100,220	Oklahoma	3,900	2,106
Texas	14,880,000	8,034,318	South Carolina	43,400	23,433
Mississippi	1,510,000	815,310	Tennessee	11,700	6,317
Arizona					
Florida	16,750	9,044	United States total	53,617,000	28,950,000
Illinois	550	297			

[1] Production for the 5 major rice-producing States are official estimates of the Department of Agriculture while production for the 7 minor States was determined by multiplying the 1955 measured acreage in each such State by the 1955 State average yield per acre as reported by the Southern Rice Millers Association.

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Price support will be made available by Commodity Credit Corporation to cooperators through loans, purchases, or other operations on the 1956 crop of rice at 55 percent of the parity price of rice as of the beginning of the marketing year. On the 1957 crop, the level of support is to be at such level as the Secretary of Agriculture determines will not discourage or prevent exportation of rice produced in the United States, but such level is not to be less than 50 percent nor more than 90 percent of the parity price.

Certificates will be issued by the Secretary of Agriculture to cooperators each marketing year for farms having primary market quotas. Such certificates will be issued for a quantity of rice equal to the primary market quota for the farm but not more than the normal yield for the acreage planted to rice on the farm. The value of each certificate will be equal to the difference between 90 percent of the parity price of rice as of the beginning of the marketing year and the level of price support for rice for such marketing year (to be calculated to the nearest cent) multiplied by the quantity of rice for which the certificate is issued. The landlord and his tenants or sharecroppers will share in the certificates in the same proportion as they share in the rice produced on the farm or the proceeds therefrom. Commodity Credit Corporation will redeem at its value any certificate not used to cover the processing or importation of rice.

Assuming the parity price of rice on August 1, 1956 (the beginning of the 1956–57 marketing year), to be the same as the January 15, 1956, parity price of $5.42 per hundredweight, the unit value of the certificate for 1956 crop rice would be computed as the difference between $2.98 per hundredweight (55 percent of parity) and $4.88 per hundredweight (90 percent of parity) or $1.90 per hundredweight.

Beginning August 1, 1956, each person processing rough rice in the United States (excluding Puerto Rican or Hawaiian rice processed in Puerto Rico or Hawaii) will be required to acquire certificates in an amount sufficient to cover the quantity of rough rice processed. Each person importing processed rice into the United States on or after August 1, 1956, will also be required to acquire certificates covering the rough rice equivalent of such processed rice. Such certificates may be acquired from producers by the processor or importer, or he may purchase certificates from Commodity Credit Corporation. Upon the exportation to any country other than Cuba of processed rice with respect to which certificates were acquired, Commodity Credit Corporation will pay the exporter an amount equal to the value of the certificates for the rough rice equivalent of the processed rice.

The provisions of this section will not be applicable to nonirrigated rice produced on any farm on which the acreage planted to nonirrigated rice does not exceed 3 acres or to rice grown in Puerto Rico or Hawaii.

Inventory adjustment payments

In order to facilitate the transition to the two-price plan, inventory adjustment payments will be made to all persons owning rough rice located in the continental United States as of July 31, 1956, except that payments will not be made with respect to 1956-crop rice, imported rice, or rice acquired from Commodity Credit Corporation. Such payments will be in amounts equal to 35 percent (the difference between 90 percent and 55 percent) of the parity price of rice as of August 1, 1956, multiplied by the quantities of such rough rice. An

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appropriation to reimburse Commodity Credit Corporation for such payments is authorized.

Transfer of rice to the set-aside

The Secretary is given discretionary authority to transfer to the commodity set-aside, established pursuant to section 101 of the Agricultural Act of 1954, all rough and processed rice in the inventories of Commodity Credit Corporation as of 60 days after the beginning of the 1956 marketing year for rice, not exceeding 20 million hundredweight of rough rice or its equivalent in processed rice.

The proportion of United States rice used for domestic consumption and export is shown by the following table:

TABLE 13.—*Rice: Percentage, domestic consumption and exports (in rough rice equivalent) is of total production during the marketing years 1939–40 through 1955–56*

Marketing year	Production [1]	Domestic consumption		Exports	
		Total	Percent of production	Total	Percent of production
(1)	(2)	(3)	(4)	(5)	(6)
1939–40	24,328	20,046	82.4	4,484	18.4
1940–41	24,495	21,138	86.3	5,651	23.1
1941–42	23,095	19,571	84.7	6,552	28.4
1942–43	29,082	20,266	69.7	6,961	23.9
1943–44	29,264	21,316	72.8	7,069	24.2
1944–45	30,974	20,001	64.6	10,201	32.9
1945–46	30,668	19,613	64.0	11,469	37.4
1946–47	32,497	20,162	62.0	12,291	37.8
1947–48	35,217	22,037	62.6	13,055	37.1
1948–49	38,275	22,092	57.7	14,378	37.6
1949–50	40,784	23,423	57.4	16,224	39.8
1950–51	38,757	25,693	66.3	13,167	34.0
1951–52	45,853	24,121	52.6	24,058	52.5
1952–53	48,260	25,121	52.1	25,122	52.1
1953–54	52,761	25,764	48.8	22,708	43.0
1954–55	64,514	27,839	43.2	14,385	22.3
1955–56 [2]	53,617	27,917	52.1	23,000	42.9

[1] Production for the marketing years 1949–50 through 1955–56 includes estimated production in the minor rice-producing States.
[2] Preliminary

TITLE VI—FORESTRY PROVISIONS

Tree planting and reforestation

Section 601 provides for assistance to States for tree planting and reforestation. The objective of this section is to step up nationwide the present rate of reforestation on all land in need of such planting irrespective of ownership. This would be accomplished through a cooperative plan of action between the individual States and the Secretary of Agriculture. The plan would originate in the States through the State foresters or equivalent State officials and after approval by the Secretary would be put into effect by a State agency. The major provisions of this section would:

(1) Establish a policy of Congress that the Secretary of Agriculture should assist the States in undertaking needed programs of tree planting.

(2) Permit a State to draw up a plan of reforestation that would further this purpose and submit such plan to the Secretary of Agriculture for his consideration and approval.

(3) When the Secretary has approved the plan, authorize and direct him to assist the State in carrying out the plan which assistance may

include furnishing advice, technical assistance and financial contributions up to an amount equal to the State expenditure for the same purpose during the same fiscal year.

(4) Require the Secretary to obtain cooperation and assistance of other Federal agencies and the appropriate State foresters in the approval and carrying out of the plan when it includes forest lands under such other Federal agencies' jurisdiction.

The committee believes that more money should be made available for tree planting and recommends that the Appropriations Committees consider providing $50 million to carry out the provisions of this section.

Forest products

Section 602 provides for price reporting and research with respect to forest products. This section would direct the Secretary to: (1) establish a price reporting service for basic forest products such as standing timber, sawlogs, and pulpwood; (2) conduct and stimulate research aimed at developing the efficiency of marketing forest products; and (3) study price trends and relationships for basic forest products and within 2 years report thereon to the Congress.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

AGRICULTURAL ACT OF 1949

SEC. 101. * * *

(d) Notwithstanding the foregoing provisions of this section—

(1) if producers have not disapproved marketing quotas for such crop, the level of support to cooperators shall be 90 per centum of the parity price for the 1950 crop of any basic agricultural commodity for which marketing quotas or acreage allotments are in effect;

(2) if producers have not disapproved marketing quotas for such crop, the level of support to cooperators shall be not less than 80 per centum of the parity price for the 1951 crop of any basic agricultural commodity for which marketing quotas or acreage allotments are in effect;

(3) the level of price support to cooperators for any crop of a basic agricultural commodity, except tobacco, for which marketing quotas have been disapproved by producers shall be 50 per centum of the parity price of such commodity; and no price support shall be made available for any crop of tobacco for which marketing quotas have been disapproved by producers;

(4) the level of price support for corn to cooperators outside the commercial corn-producing area shall be 75 per centum of the level of price support to cooperators in the commercial corn-producing area;

(5) price support may be made available to noncooperators at such levels, not in excess of the level of price support to cooperators, as the Secretary determines will facilitate the effective operation of the program.

[(6) Except as provided in subsection (c) and section 402, the level of support to cooperators shall be not more than 90 per centum and not less than 82½ per centum of the parity price for the 1955 crop of any basic agricultural commodity with respect to which producers have not disapproved marketing quotas; within such limits, the minimum level of support shall be fixed as provided in subsections (a) and (b) of this section.]

(6) except as provided in section 402, the level of support to cooperators shall be 90 per centum of the parity price for the 1956 and 1957 crops of any basic agricultural commodity other than wheat if producers have not disapproved marketing quotas therefor;

(7) Where a State is designated under section 335 (e) of the Agricultural Adjustment Act of 1938, as amended, as outside the commercial wheat-producing area for any crop of wheat, the level of price support for wheat

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to cooperators in such State for such crop of wheat shall be 75 per centum of the level of price support to cooperators in the commercial wheat-producing area.

(8) if producers have not disapproved marketing quotas for the crop, (A) the support price to cooperators for milling quality wheat shall be established upon the basis of a support level for the crop of 90 per centum of the parity price for wheat, and (B) the support price to cooperators in any area for any other wheat shall be established, without regard to paragraph (7) of this subsection, at such level as the Secretary determines will preserve the competitive relationship between such wheat and corn on the basis of their respective feed values; but in no event shall the average support price to cooperators for all wheat (based upon anticipated production) be less than 75 per centum of its parity price. For the purposes of this paragraph milling quality wheat shall be wheat produced in any area from seed of a variety which in such area normally produces wheat of a quality desired for milling purposes. In determining milling quality wheat, the Secretary shall consult with a committee appointed by him and composed of three representatives from each of the principal wheat-producing areas. Of the three representatives from each area, one shall be a wheat farmer, one shall be a wheat miller, and one shall be a person experienced in research on wheat varieties. At least one of the millers on the committee shall have had experience in producing semolina flour. Wheat of the 1956 crop planted in any area shall be milling quality wheat for the purposes of this paragraph, unless such wheat is of a variety which was designated as undesirable in such area by the Department of Agriculture prior to the time such wheat was planted. This paragraph shall be applicable only to the 1956 and 1957 crops.

SEC. 201. * * *

(c) The price of whole milk, butterfat, and the products of such commodities, respectively, shall be supported at [such level not in excess of 90 per centum nor less than 75 per centum of the parity price therefor as the Secretary determines necessary in order to assure an adequate supply] *not less than 80 per centum nor more than 90 per centum of the parity price therefor using a parity equivalent for manufacturing milk based on the thirty-month period July 1946 to December 1948, both inclusive.* * * *

* * * * * * *

SEC. 203. Whenever the price of either cottonseed or soybeans is supported under this Act, the price of the other shall be supported at such level as the Secretary determines will cause them to compete on equal terms on the market.

* * * * * * *

SEC. 403. Appropriate adjustments may be made in the support price for any commodity for differences in grade, type, staple, quality, location, and other factors. Such adjustments shall, so far as practicable, be made in such manner that the average support price for such commodity will, on the basis of the anticipated incidence of such factors, be equal to the level of support determined as provided in this Act. [Middling seven-eighths-inch cotton shall be the standard grade for purposes of parity and price support.]

SECTION 3 (a) OF THE ACT OF AUGUST 29, 1949 (P. L. 272, 81ST CONG.)

[(a) Notwithstanding any other provision of law, Middling seven-eighths-inch cotton shall be the standard grade for purposes of parity and price support.]

THE AGRICULTURAL ADJUSTMENT ACT OF 1938

TITLE III—PARITY PAYMENTS, CONSUMER SAFEGUARDS, [AND] MARKETING QUOTAS, *AND RICE CERTIFICATES*

SEC. 301. (a) * * *

(1) * * *

(G) Notwithstanding the foregoing provisions of this section, the parity price for any basic agricultural commodity[, as of any date during the six-year period beginning January 1, 1950,] shall not be less than its parity price computed in the manner used prior to the enactment of the Agricultural Act of 1949.

* * * * * * *

SEC. 334. * * *

(f) Any part of any 1955, *1956, and 1957* farm wheat acreage allotment on which wheat will not be planted and which is voluntarily surrendered to the county comm'ttee shall be deducted from the allotment to such farm and may be reappor-

tioned by the county committee to other farms in the same county receiving allotments in amounts determined by the county committee to be fair and reasonable on the basis of past acreage of wheat tillable acres, crop rotation practices, type of soil, and topography. If all of the allotted acreage voluntarily surrendered is not needed in the county, the county committee may surrender the excess acreage to the State committee to be used for the same purposes as the State acreage reserve under subsection (c) of this section. Any allotment transferred under this provision shall be regarded for the purposes of subsection (c) of this section as having been planted on the farm from which transferred rather than on the farm to which transferred, except that this shall not operate to make the farm from which the allotment was transferred eligible for an allotment as having wheat planted thereon during the three-year base period: *Provided*, That notwithstanding any other provisions of law, any part of any 1955, *1956, or 1957* farm acreage allotment may be permanently released in writing to the county committee by the owner and operator of the farm, and reapportioned as provided herein. Acreage surrendered, reapportioned under this subsection, and planted shall be credited to the State and county in determining future acreage allotments.

* * * * * * *

SEC. 335. * * *

(e) [If, for any marketing year, the acreage allotment for wheat for any State is twenty-five thousand acres or less, the Secretary, in order to promote efficient administration of this Act and the Agricultural Act of 1949, may designate such State as outside the commercial wheat-producing area for such marketing year.] *The Secretary shall designate any State as outside the commercial wheat-producing area for any marketing year if the acreage allotment of wheat for such State for the immediately preceding marketing year was two hundred and forty thousand acres or less.* No farm marketing quota or acreage allotment with respect to wheat under this title shall be applicable in such marketing year to any farm in any State so designated; and no acreage allotment in any other State shall be increased by reason of such designation. Notice of any such designation shall be published in the Federal Register.

* * * * * * *

SEC. 344. * * *

(*b*) The national acreage allotment for cotton for 1953 and subsequent years shall be apportioned to the States on the basis of the acreage planted to cotton (including the acreage regarded as having been planted to cotton under the provisions of Public Law 12, Seventy-ninth Congress) during the five calendar years immediately preceding the calendar year in which the national marketing quota is proclaimed, with adjustments for abnormal weather conditions during such period: *Provided, That there is hereby established a national acreage reserve consisting of an amount, which shall be deducted from the national acreage allotment, equal to 1 per centum of such national acreage allotment; and such reserve shall be apportioned to the States on the basis of their needs for additional acreage for establishing minimum farm allotments under subsection (f) (1), as determined by the Secretary without regard to State and county acreage reserves, and the additional acreage so apportioned to the State shall be apportioned to the counties on the same basis and added to the county acreage allotment for apportionment to farms pursuant to subsection (f) of this section (except that no part of such additional acreage shall be used to increase the county reserve above 15 per centum of the county allotment determined without regard to such additional acreage). Needs for additional acreage under the foregoing proviso and under the last proviso in subsection (e) shall be determined as though allotments were first computed without regard to subsection (f) (1).*

* * * * * * *

(e) The State acreage allotment for cotton shall be apportioned to counties on the same basis as to years and conditions as is applicable to the State under subsections (b), (c), and (d) of this section: *Provided*, That the State committee may reserve not to exceed 10 per centum of its State acreage allotment (15 per centum if the State's 1948 planted acreage was in excess of one million acres and less than half its 1943 allotment) which shall be used to make adjustments in county allotments for trends in acreage, for counties adversely affected by abnormal conditions affecting plantings, or for small or new farms, or to correct inequities in farm allotments and to prevent hardship: *Provided further, That if the additional acreage allocated to a State under the proviso in subsection (b) is less than the requirements as determined by the Secretary for establishing minimum farm allotments for the State under subsection (f) (1), the acreage reserved by the State committee under this subsection shall be not less than the smaller of (1) the remaining*

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acreage so determined to be required for establishing minimum farm allotments or (2) 3 per centum of the State acreage allotment; and the acreage which the State committee is required to reserve under this proviso shall be allocated to counties on the basis of their needs for additional acreage for establishing minimum farm allotments under subsection (f) (1), and added to the county acreage allotment for apportionment to farms pursuant to subsection (f) of this section (except that no part of such additional acreage shall be used to increase the county reserve above 15 per centum of the county allotment determined without regard to such additional acreages).

(f) The county acreage allotment, less not to exceed the percentage provided for in paragraph (3) of this subsection, shall be apportioned to farms on which cotton has been planted (or regarded as having been planted under the provisions of Public Law 12, Seventy-ninth Congress) in any one of the three years immediately preceding the year for which such allotment is determined on the following basis:

(1) [There] *Insofar as such acreage is available, there* shall be allotted the smaller of the following: (A) [five] *four* acres; or (B) the highest number of acres planted [(or regarded as planted under Public Law 12, Seventy-ninth Congress)] to cotton in any year of such three-year period.

(2) The remainder shall be allotted to farms other than farms to which an allotment has been made under paragraph (1) (B) so that the allotment to each farm under this paragraph together with the amount of the allotment to such farm under paragraph (1) (A) shall be a prescribed percentage (which percentage shall be the same for all such farms in the county or administrative area) of the acreage, during the preceding year, on the farm which is tilled annually or in regular rotation, excluding from such acreages the acres devoted to the production of sugarcane for sugar; sugar beets for sugar; wheat, tobacco, or rice for market; peanuts picked and threshed; wheat or rice for feeding to livestock for market; or lands determined to be devoted primarily to orchards or vineyards, and non-irrigated lands in irrigated areas: *Provided, however,* That if a farm would be allotted under this paragraph an acreage together with the amount of the allotment to such farm under paragraph (1) (A) in excess of the largest acreage planted (and regarded as planted under Public Law 12, Seventy-ninth Congress) to cotton during any of the preceding three years, the acreage allotment for such farm shall not exceed such largest acreage so planted (and regarded as planted under Public Law 12, Seventy-ninth Congress) in any such year.

(3) The county committee may reserve not in excess of 15 per centum of the county allotment * * * which, in addition to the acreage made available under the proviso in subsection (e), shall be used for (A) establishing allotments for farms on which cotton was not planted (or regarded as planted under Public Law 12, Seventy-ninth Congress) during any of the three calendar years immediately preceding the year for which the allotment is made, on the basis of land, labor, and equipment available for the production of cotton, crop-rotation practices, and the soil and other physical facilities affecting the production of cotton; and (B) making adjustments of the farm acreage allotments established under paragraphs (1) and (2) of this subsection so as to establish allotments which are fair and reasonable in relation to the factors set forth in this paragraph and abnormal conditions of production on such farms, or in making adjustments in farm acreage allotments to correct inequities and to prevent hardships: *Provided,* That not less than 20 per centum of the acreage reserved under this subsection shall, to the extent required, be allotted, upon such basis as the Secretary deems fair and reasonable to farms (other than farms to which an allotment has been made under subsection (f) (1) (B)), if any, to which an allotment of not exceeding fifteen acres may be made under other provisions of this subsection.

* * * * * * *

(6) Notwithstanding the [foregoing] provisions of *paragraph (2) of* this subsection [except paragraph (3)], if the county committee recommends such action and the Secretary determines that such action will result in a more equitable distribution of the county allotment among farms in the county, the *remainder of the* county acreage allotment [, less the acreage reserved under paragraph (3) of this subsection,] *(after making allotments as provided in paragraph (1) of this subsection)* shall be [apportioned] *allotted* to farms [on which cotton has been planted in any one of the three years immediately preceding the year for which such allotment is determined, on the basis of the acreage planted to cotton on the farm during such three-year period, adjusted as may be necessary for abnormal conditions affecting plantings during such three-year period: *Provided,* That the county committee may in its discretion (A) apportion such county allotment by first establishing minimum allotments in accordance with paragraph (1) of this

subsection and by allotting the remaining acreage to farms other than those receiving an allotment under paragraph (1) (B) in accordance with the foregoing provisions of this paragraph and (B)], *other than farms to which an allotment has been made under paragraph (1) (B) of this subsection so that the allotment to each farm under this paragraph together with the amount of the allotment of such farm under paragraph (1) (A) of this subsection shall be a prescribed percentage (which percentage shall be the same for all such farms in the county) of the average acreage planted to cotton on the farm during the three years immediately preceding the year for which such allotment is determined, adjusted as may be necessary for abnormal conditions affecting plantings during such three-year period: Provided, That the county committee may in its discretion* limit any farm acreage allotment established under the provisions of this paragraph for any year to an acreage not in excess of 50 per centum of the cropland on the farm, as determined pursuant to the provisions of paragraph (2) of this subsection: *Provided further*, That any part of the county acreage allotment not apportioned under this paragraph by reason of the initial application of such 50 per centum limitation shall be added to the county acreage reserve under paragraph (3) of this subsection and shall be available for the purposes specified therein. If the county acreage allotment is apportioned among the farms of the county in accordance with the provisions of this paragraph, the acreage reserved under paragraph (3) of this subsection may be used to make adjustments so as to establish allotments which are fair and reasonable to farms receiving allotments under this paragraph in relation to the factors set forth in paragraph (3).

* * * * * * *

SEC. 353. * * *

(c) Notwithstanding any other provisions of this Act—

* * * * * * *

(5) Each of the State acreage allotments for 1956 heretofore proclaimed by the Secretary, after adding thereto any acreage apportioned to farms in the State from the reserve acreage set aside pursuant to subsection (a) of this section, shall be increased by such amount as may be necessary to provide such State with an allotment of not less than 85 per centum of its final allotment established for 1955. Any additional acreage required to provide such minimum allotment shall be additional to the national acreage allotment. In any State having county acreage allotments for 1956, the increase in the State allotment shall be apportioned among counties in the State on the same basis as the State allotment was heretofore apportioned among the counties, but without regard to adjustments for trends in acreage.

* * * * * * *

PRESERVATION OF UNUSED ACREAGE ALLOTMENTS

SEC. 377. In any case in which, during any year after 1955 for which acreage allotments are in effect for any commodity under this Act, the acreage planted to such commodity on any farm is less than the acreage allotment for such farm, the entire acreage allotment for such farm shall be considered for purposes of future farm acreage allotments to have been planted to such commodity in such year, but only if the owner or operator of such farm notifies the county committee prior to the sixtieth day preceding the beginning of the marketing year for such commodity of his desire to preserve such allotment. This section shall not be applicable to any farm on which no acreage of the commodity was planted for four successive years or in any case in which the amount of the commodity required to be stored to postpone or avoid payment of penalty has been reduced because the allotment was not fully planted. Nothing herein shall be construed to permit the allotment to any other farm of the acreage with respect to which notice is given under this section.

* * * * * * *

SUBTITLE D—RICE CERTIFICATES

LEGISLATIVE FINDINGS

SEC. 380a. The movement of rice from producer to consumer is preponderantly in interstate and foreign commerce, and the small quantity of rice which does not move in interstate or foreign commerce affects such commerce. In order to provide an adequate and balanced flow of rice in interstate and foreign commerce and to assure consumers an adequate and steady supply of rice at fair prices it is necessary to

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regulate all commerce in rice in the manner provided in this subtitle. These findings are supplemental to and in addition to the findings contained in section 351 of this Act.

EFFECTIVE DATE AND TERMINATION

SEC. 380b. The provisions of this subtitle, unless extended by law, shall apply only to the crops of rice harvested in 1956 and 1957. Notwithstanding any other provision of law, the national acreage allotment of rice for 1957 shall be not less than the national acreage allotment for 1956, including any acreage allotted under section 353 (c) (5) of this Act, and such 1957 national allotment shall be apportioned among the States in the same proportion that they shared in the total acreage allotted in 1956.

RICE PRIMARY MARKET QUOTA

SEC. 380c. Not later than December 31 of each year, the Secretary shall determine and proclaim the primary market quota for rice for the marketing year beginning in the next calendar year, except that for the marketing year beginning in 1956 such determination and proclamation shall be made not later than thirty days after the enactment of the Agricultural Act of 1956. The primary market quota shall be the number of hundredweights of rice (on a rough rice basis) which the Secretary determines will be consumed in the United States (including its Territories and possessions and the commonwealth of Puerto Rico) or exported to Cuba, during such marketing year. In making this determination the Secretary shall consider the historical consumption in these markets of rice produced in the United States and any expected enlargement in such consumption predicated upon population trends, increased per capita consumption, and other relevant factors.

APPORTIONMENT OF PRIMARY MARKET QUOTA

SEC. 380d. (a) The primary market quota for rice shall be apportioned by the Secretary among the several States on the basis of the average yield per acre of rice in each State during the three years immediately preceding the year for which the quota is proclaimed (or in the case of the apportionment for 1957, during the two years preceding such year) multiplied by the acreage allotment of such State for such year. Notwithstanding the foregoing provisions of this subsection, the primary market quota for rice shall be apportioned by the Secretary among the several States for the marketing year beginning in 1956 on the basis of the 1955 production of rice in each State.

(b) The State primary market quota shall be apportioned by the Secretary among farms on the basis of the acreage allotment established for each farm multiplied by the normal yield per acre for the farm.

REVIEW OF PRIMARY MARKET QUOTA

SEC. 380e. Notice of the primary market quota shall be mailed to the operator of the farm to which such quota applies. The farm operator may have such quota reviewed in accordance with the provisions of sections 363 to 368, inclusive, of this Act.

PRICE SUPPORT

SEC. 380f. (a) Notwithstanding any other provision of law, the Commodity Credit Corporation shall make price support available to cooperators through loans, purchases, or other operations on the 1956 crop of rice at 55 per centum of the parity price of rice as of the beginning of the marketing year and on the 1957 and subsequent crops of rice at such level, not less than 50 per centum or more than 90 per centum of the parity price therefor, as the Secretary determines will not discourage or prevent the exportation of rice produced in the United States.

(b) Section 101 of the Agricultural Act of 1949, as amended, shall not apply to price support made available on rice of the 1956 and 1957 crops, but all the other provisions of such Act, to the extent not inconsistent with this subtitle, shall apply to price-support operations carried out under this section.

CERTIFICATES

SEC. 380g. (a) The Secretary of Agriculture shall for each marketing year issue certificates to cooperators for a quantity of rice equal to the primary marketing quota for the farm for such marketing year, but not exceeding the normal yield of the acreage planted to rice on the farm. The certificate shall have the value specified in subsection (e) of this section.

(b) The landlord, tenants, and sharecroppers on the farm shall share in the certificates issued with respect to the farm in the same proportion as they share in the rice produced on the farm or the proceeds therefrom.

(c) The provisions of section 385 of this Act shall be applicable to certificates issued to producers under this section.

(d) The Commodity Credit Corporation shall issue and sell certificates to persons engaged in the processing of rough rice or the importing of processed rice. Each such certificate shall be sold for an amount equal to the value thereof, as specified in subsection (e) of this section.

(e) The value of each certificate issued under this section shall be equal to the difference between 90 per centum of the parity price of rice as of the beginning of the marketing year for which the certificate is issued and the level of price support for rice which is in effect during such marketing year, calculated to the nearest cent, multiplied by the quantity of rice for which the certificate is issued. Any certificates not used to cover the processing of rice or the importation of processed rice pursuant to sections 380k and 380l of this Act shall be redeemed by the Commodity Credit Corporation at the value thereof.

INVENTORY ADJUSTMENT PAYMENTS

SEC. 380h. To facilitate the transition from the price support program currently in effect to the program provided for in this subtitle, the Commodity Credit Corporation shall make inventory adjustment payments to all persons owning rough rice located in the continental United States as of July 31, 1956, in amounts equal to 35 per centum of the parity price of rice as of August 1, 1956, multiplied by the quantities of such rough rice: Provided, however, That such payments shall not be made with respect to rice of the 1956 crop, imported rice, or rice acquired from Commodity Credit Corporation. There are hereby authorized to be appropriated such sums as may be necessary to make payment to Commodity Credit Corporation for expenditures pursuant to this section.

RICE SET-ASIDE

SEC. 380i. All rough and processed rice in the inventories of Commodity Credit Corporation as of sixty days after the beginning of the 1956 marketing year, not exceeding twenty million hundredweight of rough rice or its equivalent in processed rice may be transferred to and be made a part of the commodity set-aside of rice established pursuant to section 101 of the Agricultural Act of 1954.

EXEMPTIONS

SEC. 380j. The provisions of this subtitle shall not apply to nonirrigated rice produced on any farm on which the acreage planted to nonirrigated rice does not exceed three acres or to rice produced in Puerto Rico, or Hawaii.

PROCESSING RESTRICTIONS

SEC. 380k. (a) Each person who on or after August 1, 1956, engages in the processing of rough rice in the United States shall, upon processing any quantity of rough rice, acquire certificates issued under section 380g of this Act in an amount sufficient to cover such quantity of rough rice.

(b) The requirements of subsection (a) of this section shall not be applicable to the processing in Puerto Rico or Hawaii of rough rice grown in Puerto Rico or Hawaii, respectively.

(c) Upon the exportation from the United States to any country other than Cuba of any processed rice with respect to which certificates were acquired in accordance with the requirements of subsection (a) of this section or section 380l, the Commodity Credit Corporation shall pay to the exporter an amount equal to the value of the certificates for the rough rice equivalent of such processed rice.

IMPORT RESTRICTIONS

SEC. 380l. Each person who, on or after August 1, 1956, imports processed rice into the United States shall acquire certificates issued under section 380g of this Act covering the rough rice equivalent of such processed rice.

REGULATIONS

SEC. 380m. The Secretary shall prescribe regulations governing the issuance, redemption, acquisition, use, transfer, and disposition of certificates hereunder.

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CIVIL PENALTIES

SEC. 380n. Any person who violates or attempts to violate, or who participates or aids in the violation of, any of the provisions of sections 380k or 380l of this Act, or regulations prescribed by the Secretary for the enforcement of such provisions, shall forfeit to the United States a sum equal to three times the market value, at the time of the commission of such act, of the product involved in such violation. Such forfeiture shall be recoverable in a civil suit brought in the name of the United States.

REPORTS AND RECORDS

SEC. 380o. (a) The provisions of section 373 of this Act shall apply to all persons except rice producers, who are subject to the provisions of this subtitle, except that any such person failing to make any report or keep any record as required by this section or making any false report or record shall be deemed guilty of a misdemeanor and upon conviction thereof shall be subject to a fine of not more than $2,000 for each such violation.

(b) The provisions of section 373 (b) of the Act shall apply to all rice farmers how are subject to the provisions of this subtitle.

DEFINITIONS

SEC. 380p. For the purposes of this subtitle—

(a) "cooperator" shall have the same meaning as under the Agricultural Act of 1949, as amended.

(b) "processing of rough rice" means subjecting rough rice for the first time to any process which removes the husk or hull from the rice and results in the production of processed rice.

(c) "processed rice" means any rice from which the husk or hull has been removed and includes, but is not limited to—

(1) whole grain rice,
(2) second head milled rice,
(3) screenings milled rice,
(4) brewers milled rice,
(5) undermilled rice or unpolished rice,
(6) brown rice,
(7) converted rice, malekized rice or parboiled rice, and
(8) vitaminized rice or enriched rice.

(d) "United States" means the several States, the Territories of Hawaii and Alaska, the District of Columbia, and the Commonwealth of Puerto Rico.

(e) "exporter" means the consignor named in the bill of lading under which the processed rice is exported; Provided, however, That any other person may be considered to be the exporter if the consignor named in the bill of lading waives his claim in favor of such other person.

(f) "rough rice equivalent" means the quantity of rough rice normally used (as determined by the Secretary of Agriculture) in the production of a particular quantity of processed rice, but shall not be more than one hundred pounds of rough rice for each sixty-eight pounds of processed rice.

(g) "import" means to enter, or withdraw from warehouse, for consumption.

SUBTITLE [D] *E*—MISCELLANEOUS PROVISIONS AND APPROPRIATIONS

The following acts would be made inapplicable to transactions under title I of Public Law 480, 83d Congress:

ACT OF MARCH 26, 1934, AS AMENDED

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That it is the sense of Congress that in any loans made by the Reconstruction Finance Corporation or any other instrumentality of the Government to foster the exporting of agricultural or other products, provision shall be made that such products shall be carried exclusively in vessels of the United States, unless, as to any or all of such products, the United States Maritime Commission, after investigation, shall certify to the Reconstruction Finance Corporation or any other instrumentality of the Government that vessels of the

United States are not available in sufficient numbers, or in sufficient tonnage capacity, or on necessary sailing schedule, or at reasonable rates.

SECTION 901 (b) OF THE MERCHANT MARINE ACT OF 1936, AS AMENDED (ADDED BY THE ACT OF AUGUST 26, 1954)

(*b*) Whenever the United States shall procure, contract for, or otherwise obtain for its own account, or shall furnish to or for the account of any foreign nation without provision for reimbursement, any equipment, materials, or commodities, within or without the United States, or shall advance funds or credits or guarantee the convertibility of foreign currencies in connection with the furnishing of such equipment, materials, or commodities, the appropriate agency or agencies shall take such steps as may be necessary and practicable to assure that at least 50 per centum of the gross tonnage of such equipment, materials, or commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers), which may be transported on ocean vessels shall be transported on privately owned United States-flag commercial vessels, to the extent such vessels are available at fair and reasonable rates for United States-flag commercial vessels, in such manner as will insure a fair and reasonable participation of United States-flag commercial vessels in such cargoes by geographic areas: *Provided*, That the provisions of this subsection may be waived whenever the Congress by concurrent resolution or otherwise, or the President of the United States or the Secretary of Defense declares that an emergency exists justifying a temporary waiver of the provisions of section 901 (b) and so notifies the appropriate agency or agencies: *And provided further*, That the provisions of this subsection shall not apply to cargoes carried in the vessels of the Panama Canal Company. Nothing herein shall repeal or otherwise modify the provisions of Public Resolution Numbered 17, Seventy-third Congress (48 Stat. 500), as amended.

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MINORITY VIEWS

The Senate Agriculture and Forestry Committee (1) by the narrow margin of 8–7 voted for returning to rigid 90 percent mandatory price support without regard to the size of surpluses for cotton, corn, and peanuts for 1956 and 1957. (Also the committee voted for rigid 90 percent mandatory price support on milling-quality wheat which as now defined will qualify nearly all wheat seeded) and (2) voted for continuing "old" parity for any so-called "basic" commodity if it is higher than "modernized" parity. In 1954 90 percent mandatory rigid price supports, without regard to the size of surpluses, were defeated in the Senate by a vote of 49–44.

Thus through S. 3183 the majority of the committee is again asking the Senate to approve farm legislation which the Senate has considered previously and which it has determined is against the interests of farmers and ranchers in particular and the public in general.

Title I of the bill directs that the commodities wheat, cotton, and corn, which are in a serious oversupply situation, be supported at levels which will continue to stimulate wasteful overproduction. Likewise, it directs the support of peanuts at a level which will encourage overproduction.

Title II (the soil-bank provision) contradicts title I and directs that farmers go in the opposite direction by lowering production to help bring supplies into balance with demand. Thus the bill, on the one hand, proposes to raise the level of price support and thereby stimulate production and, on the other hand, it proposes a soil bank which is intended to reduce production and dispose of surpluses. How production can be stimulated and reduced at the same time, we don't know. Even Joshua only commanded the sun to stand still. As bold as Joshua was, he wasn't so foolish as to command that the sun stand still and simultaneously both rise and set. The continuation of wartime incentive levels of price support nullifies the good points of the proposed legislation aimed at bringing supply and demand into a healthy balance.

Going back to 90 percent rigid price supports, regardless of how high surpluses pile up, is like eating more green apples to cure a stomach ache caused by eating green apples.

The evidence is overwhelming: At the outset of World War II, Congress raised price supports from a range of 52 to 75 percent of parity to 90 percent of parity in order to encourage allout production for insatiable war demand—production shot up.

Continuation of those wartime incentive levels for more than 10 years after the war has smothered farmers in an avalanche of surpluses. No wonder prices have sagged. No wonder the net income of farmers has gone down. There isn't any business that can be operated successfully on the basis of pouring more and more resources into production at a time when markets are contracting due to an

adjustment from wartime to peacetime levels. Increased production in agriculture has been encouraged by Government intervention at a time when incentives to produce should have been gradually lowered to encourage adjustment to peacetime demands. Farmers and ranchers see clearly that rigid 90 percent supports on the basic commodities in the face of mounting surpluses are doing them more harm than good. We have gotten into trouble by extending 90 percent supports year after year. Flexible supports haven't been given a chance to help guide production and consumption. Farmers and ranchers are being hurt by the Government continuing to provide an incentive to increase production of unneeded commodities, by curtailing the movement of production into domestic and foreign markets, and by piling up income-depressing surpluses in Government hands.

Net farm income has continued to decline despite 90 percent rigid price supports. Flexible supports are only being put into effect on some commodities for the first time in 1956. The law didn't allow flexible supports to be put into effect until the harvesting of the 1955 crops last fall and only then on a very limited basis. The following table shows the levels of price supports on basic commodities that were in effect in 1954 and 1955.

Level of price support

Commodity	Unit	Beginning of marketing season	1954		1955	
			Average support price	Support level, percent of parity	Average support price	Support level, percent of parity
Wheat	Bushel	July	$2.24	90	$2.08	82½
Corn	do	October	1.62	90	1.58	87
Cotton (upland)	Pound	August	.3158	90	.3170	90
Peanuts	do	do	.122	90	.122	90
Rice	Hundredweight	do	4.92	91	4.66	86
Tobacco:						
Flue-cured	Pound	July	.479	90	.483	91
Burley	do	October	.464	91	.462	91
Other				[1] 90		[1] 90

[1] Generally 90 percent.

Source: U. S. Department of Agriculture release, October 1955.

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The foregoing table clearly shows that for practical purposes rigid high price supports have been in effect up to the present time.

The following table shows what has happened to net farm income for the past 15 years:

Realized net farm income from farming

	Billions of dollars	
1940	4.3	
1941	6.2	
1942	8.8	World War II.
1943	11.9	
1944	12.2	
1945	12.9	
1946	15.0	Postwar reconstruction in Europe and domestic shortages of nonagricultural consumer goods.
1947	17.2	
1948	15.9	
1949	13.7	
1950:		
1st quarter	12.8	
2d quarter	12.1	Korean war against Communism begins.
3d quarter	12.7	Korea.
4th quarter	13.8	
1951:		
1st quarter	14.0	
2d quarter	14.7	
3d quarter	14.9	
4th quarter	15.6	
1952:		
1st quarter	13.4	
2d quarter	14.1	
3d quarter	15.9	
4th quarter	12.8	
1953:		
1st quarter	13.6	
2d quarter	13.6	Korean war stalemated.
3d quarter	13.2	
4th quarter	13.2	
1954:		
1st quarter	13.2	
2d quarter	11.3	
3d quarter	11.4	
4th quarter	11.3	
1955:		
1st quarter	11.2	
2d quarter	10.7	
3d quarter	10.2	
4th quarter	10.2	

Source: USDA Farm Income Situation, Dec. 16, 1955.

High rigid supports have been in effect practically all of this time. Farmers know that war demand caused prices and net farm income to shoot up. They do not want to resume the sacrifices of war. The following chart gives a clear picture of how war has affected net farm income.

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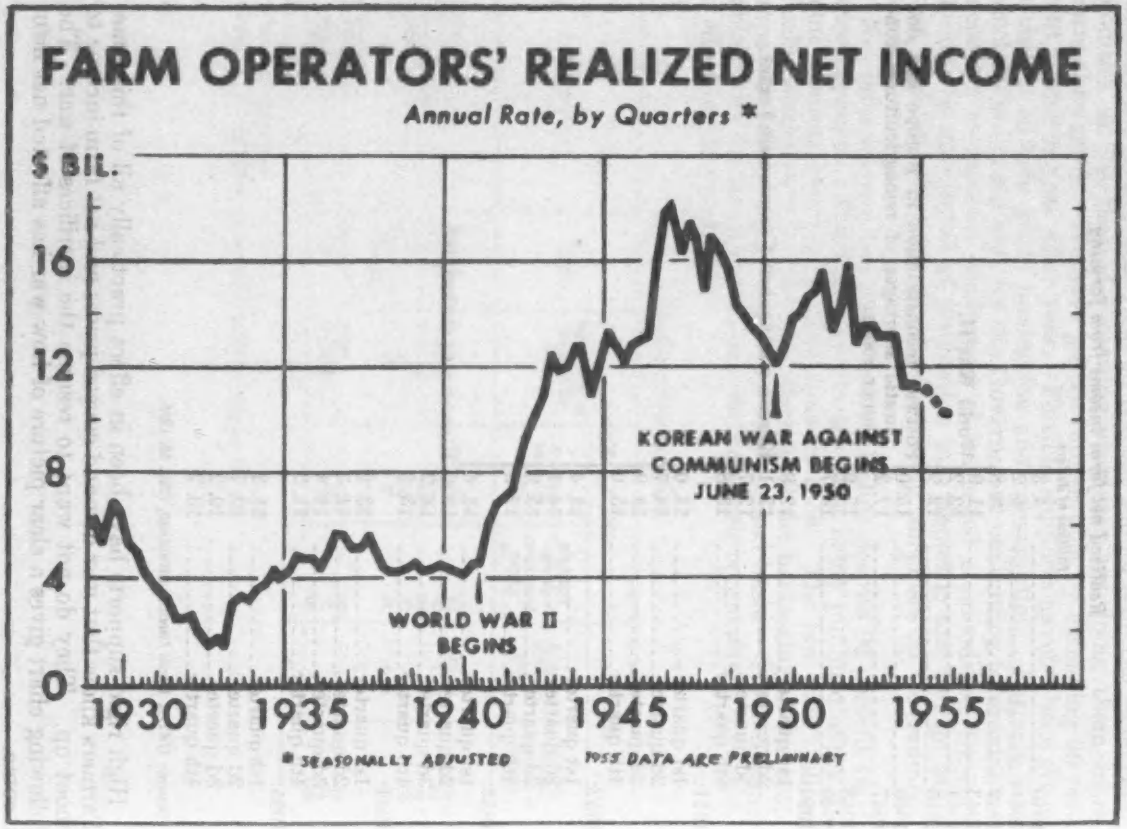

SURPLUSES PILE UP

Surpluses were beginning to get out of hand just before Korea. Even while the war against the Communists was going on in Korea, the stimulus to overproduction was causing surpluses to mount higher and higher. Also, the incentive to produce has been so great that production has increased while large parts of the country suffered from drought. A combination of drought, production controls, and Government-induced surpluses has brought real hardship to farmers in many areas.

Carryover of selected basic commodities

	Wheat	Cotton	Corn		Wheat	Cotton	Corn
	Millions of bushels	*Millions of bales*	*Millions of bushels*		*Millions of bushels*	*Millions of bales*	*Millions of bushels*
1948	196	2.991	124	1953	562	5.512	760
1949	307	5.218	813	1954	902	9.653	920
1950	425	6.749	845	1955	1,020	11.140	1,024
1951	396	2.166	739	1956	1,050	14.000	1,200
1952	256	2.720	487				

Source: U. S. Department of Agriculture.

As surpluses grow higher and expenditures mount, the borrowing authority of CCC is being sharply increased.

CCC borrowing authority increases

	Billions		*Billions*
Aug. 12, 1945	$4.750	Aug. 31, 1954	$10.000
June 28, 1950	6.750	Aug. 11, 1955	12.000
Mar. 20, 1954	8.500		

Source: Commodity Credit Corporation.

As of December 1955, $10.992 million of these funds was in use.

By disposing of surpluses through (1) the International Wheat Agreement, (2) the use of a part of duties on imports, (3) the International Cooperation Administration and predecessor agencies, and (4) similar devices, the Commodity Credit Corporation does not reflect on its books much of the loss which finally shows up in taxes and the public debt.

Costs of storage alone are now more than $1 million per day.

NOTE.—For further facts in regard to agricultural development see Appendix A.

RESPONSIBLE OPINION FAVORS FLEXIBLE SUPPORTS

The great majority of informed opinion favors flexible price supports. Every Secretary of Agriculture for the past 25 years has recommended flexible supports. The major general farm organizations, representing most of the farmers, have rejected rigid supports as unsound.

The only general farm organization in the United States which has a member-State organization in each one of the 48 States, overwhelmingly favors flexible price supports. In its convention last December, only 39 voting delegates out of 163 favored rigid supports. This organization, representing over 1,600,000 farm families and a steadily increasing membership, favors price supports as a method of avoiding the dumping of a full year's harvest on the market at one

time. It looks upon price supports as a method of helping farmers to market their commodities in an orderly manner over a 12-month period. However, it does not consider it the responsibility of the Government to guarantee profitable prices to any group. These farmers recognize that real farm income cannot be protected by policies which draw excessive resources into agriculture, create unmanageable surpluses, or cause artificial prices to be capitalized into land values. Farmers themselves insist that it should be recognized that (*a*) a Government storehouse is not a market and (*b*) that farmers cannot get fair prices for farm products in the market place as long as we are faced with surpluses of such products.

Farmers want national policies affecting farm production and marketing to promote a realistic balance between markets and productive capacity. They recognize we have a greatly expanded productive plant and reduced foreign markets. Any program which has the result of expanding agricultural output in the absence of a comparable increase in effective market demand is contrary to the interests of farmers. Likewise, programs which induce producers to continue inefficient production render a disservice to agriculture by contributing to the accumulation of surpluses, raising the average cost of production and limiting production per man—all of which tend to limit the opportunity of farm people to earn a good income.

Livestock producers, through their associations, have consistently rejected not only rigid price supports but price supports of any kind. Poultrymen, vegetable growers, fruit growers, and many others, speaking through their associations, likewise oppose rigid high price supports.

Economists are practically unanimous that the long-run interests of farmers are harmed by rigid supports. The thorough studies by Department of Agriculture experts in 1946, 1947, 1948, and again in 1953, 1954, and 1955 came to the firm conclusion that rigid wartime supports designed to stimulate production for war needs, were incompatible with a peacetime economy.

FARMERS GAIN INCOME WITH LOWER SUPPORTS

Corn

Some people insist that lower supports will lower farmers' net income. Henry Wallace, former Secretary of Agriculture (1933–40), in November 1955, had this to say:

> Eighteen months or so ago when hogs were around $26 a hundred I said the Corn Belt farmer ought to be happy with $16 hogs and $1.20 corn as a 10-year average provided other things did not go up in price. This is not 90 percent of parity. It is not even 80 percent of parity.
>
> The truth of the matter is, and every well-informed person in the Middle West and Northwest knows it, we now have far too many acres of land in grain of all kinds and especially so in wheat. Radical steps will have to be taken soon if the ever normal granary and commodity-loan system is not to be destroyed.
>
> **I believe the Corn Belt farmer stands to gain in income if the loan is usually made at somewhat less than 90 percent of parity. The reason why I believe in a loan for corn which is usually less than 90 percent of parity is twofold—first corn is being produced with less cost per bushel as a result of new techniques. Second, the consumption of livestock and livestock products can be greatly increased if the price is not too high.**

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AGRICULTURAL ACTS OF 1948 AND 1949

Widespread misunderstanding exists with regard to the economic and political facts surrounding the passage of the Agricultural Acts of 1948 and 1949 which were designed to carry out in the postwar period the idea of assisting farmers to market their commodities in an orderly manner throughout the marketing year.

The Agricultural Acts of 1948 and 1949, which constitute the basic price support and adjustment program authority, were designed to provide farmers governmental assistance in adjusting production to effective demand.

It should be borne in mind that this legislation was evolved during a period after World War II that resembled in many ways the current period. Then, as now, we had moved out of a shooting-war situation into a postwar type of economic setting. Then, as now, we had our agricultural plant overexpanded and were confronted with reduced foreign demand. The year 1947 was one of extensive farm program studies just as 1955 was.

On April 21, 1947, Clinton P. Anderson, Secretary of Agriculture, said:

We need to develop a long-range system of commodity price floors to protect producers against excessive or abnormal declines during the market season and to generally cushion declines in farm prices and incomes in the event of business recessions. We should make sure, however, that we do not establish a rigid system of price relationships * * *. Prices are and should be an effective means of encouraging changes in production as the conditions of production and demand change.

In 1947, in response to questioning by members of the Senate Committee of Agriculture and Forestry, Carl C. Farrington, speaking as chairman of the Department's Committee on Price Policy and Production Adjustment, said:

We have given much thought to the percentage of modernized parity which might be used as a minimum price floor. Our studies indicate that 50 percent of parity, for example might not be high enough to act as an effective stop-loss mechanism, and 90 percent might force us into a completely managed agricultural economy.

President Truman sent a message to the Congress on May 14, 1948. In it he asked for flexible price supports in these words:

Many shifts in production will have to be made and flexible price supports will help us make them in an orderly manner. This will require authority to make prompt adjustments in support levels in line with current and prospective supply-and-demand conditions. It will also require flexibility in the choice of methods or programs that are designed to be most effective for individual commodities, that avoid waste, and that help bring about needed adjustments in production, distribution, and consumption.

Both the Republican and Democratic Party platforms in 1948 were straightforward in their endorsement of the basic principles of the Agricultural Act of 1948, including flexible price supports.

Both candidates for President campaigned in support of flexible price supports. In a speech which President Truman delivered at Springfield, Ill., on October 12, just prior to the November 2, 1948, election, he said:

Here are the main outlines of the agricultural program we must have:

1. We must have on a permanent basis a system of flexible price supports for agricultural commodities. Price supports and related measures help us keep our farm production adjusted to shifting market requirements * * *.

The President's Council of Economic Advisers on January 7, 1949, submitted an economic review under the heading, "Farm Price Supports," in which they used these words:

Intercommodity price relationships must be kept consistent with basic trends in demand and supply conditions. To the maximum extent possible, parity-price relationships and support-price programs should encourage shifts to those commodities that are most wanted. Rigid systems of support, in violation of this principle, can only lead to rigid systems for restricting output that violate our tenets of economic freedom, that work against our objectives of maximum production, and that in the end take away from farmers' incomes through decreased volume as much as, or more than, they add through increased prices.

The Agricultural Act of 1948 represents an important step forward in recognizing the difficulties associated with overrigid supports.

In his budget message to the 81st Congress in January 1949 President Truman restated the fundamental principles upon which the Agricultural Act of 1948 was based.

As I said a year ago, price supports should be regarded "chiefly as devices to safeguard farmers against forced selling under unfavorable conditions and economic depression." Their purpose is to bring an element of stability into agriculture. At the same time they should not place excessive burdens on the Treasury and taxpayers or inhibit shifts in production needed to meet peacetime demands and to promote adequate conservation of our soil resources.

The majority report of the Joint Committee on the Economic Report, headed by Senator O'Mahoney (Democrat, Wyoming) and Congressman Hart (Democrat, New Jersey) had this to say on May 1, 1949:

In order to fit a prosperous and equitably treated agriculture consistently into an economy seeking to operate continuously at maximum levels, agricultural price supports must be kept as floor prices; not as a means of price fixing, nor to guarantee a profit, but to provide a barrier against the sort of devastating price declines which in the past have made agricultural depression the forerunner of business and industrial depression * * *.

The need to put into operation a flexible, well-integrated and varied farm program is urgent. In addition to flexible price supports intelligently adapted to postwar conditions, consideration should be given as parts of a coordinated program to such measures as the provision of adequate storage facilities, more adequate credit accommodations, crop insurance, and so forth.

The minority report contained the following pertinent paragraph:

We still consider that a support-price program for farm prices is highly desirable to prevent the development of a depression through a complete collapse in agricultural products. We do not feel that it is our function at this time to discuss the various plans for such price support, but we recommend that a full trial be given to the Aiken-Hope Act and its plan of sliding-scale support recommended by the leading agricultural associations. The administration of this plan should be directed not as if it were a relief measure or a guaranteed equality of income for individuals, but as a major weapon against distortion between urban and rural incomes which could bring collapse to the entire Nation.

RIGID SUPPORTS ARE GENERALLY HARMFUL

Rigid mandatory supports at 90 percent of parity without regard to supply seriously injure (1) the vast majority of farmers and (2) consumers.

RIGID SUPPORTS INJURE FARMERS

Rigid supports injure farmers by increasing their costs, decreasing their markets, obstructing needed adjustments, assisting their competitors, lowering their net income, discrediting sound farm programs and decreasing their freedom of choice.

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1. Increase costs

(*a*) *Unit costs.*—As acreage controls are applied, farmers are being forced to cut down on the number of acres devoted to the production of a particular commodity, and in many instances this raises the unit cost of production. Farmers thereby make less net income.

(*b*) *Diverted acres.*—One of the fundamental premises of the price-support program is that price support will encourage production. Since the time of the Federal Farm Board, advocates of price support have insisted that production control is a necessary part of the price-support program. This first price-pegging operation failed because there was not any authority for keeping supplies in line with demand, and it has not yet been demonstrated that any governmental authority will keep supplies in line with demand when producers have prices supported at incentive levels.

The Farm Board asked farmers to cut down on production voluntarily, but there was not any mechanism whereby if one farmer cut back he could be sure his neighbor would do likewise. As a consequence, the price supports were an incentive to produce more than the market would take at such artificial prices. Alexander Legge, Chairman of the old Federal Farm Board, in his final report, had this to say about the failure to keep supplies in line with demand:

No cooperative system can successfully accomplish its purpose unless production is coordinated with marketing * * *. Attempts to effect production through general advice * * * but without definite organization for the purpose had little effect * * *. Experience with stabilization thus demonstrated that no measure for improving the price of farm products other than increasing the demand of consumers can be effective over a period of years unless it provides a more definite control of production than has been achieved so far.

In other words, the program was unsound and as a result it failed.

The second effort to support prices of agricultural commodities was in the form of the Agricultural Adjustment Act of 1933, the old triple A. One of the basic requirements of that act was that in return for price supports farmers had to earn them by adjusting total production to market demand at such increased prices. It was clearly recognized in the law that prices could not be supported above a free market demand price without controlling production because the cost to the United States Treasury would be so great that the public would not stand for its continuation.

Later, as a result of failure to control production incentive price supports on potatoes, it cost the Federal Government in excess of $500 million on a total of only 2 million acres of potatoes in the entire United States. The unsoundness of this program caused the public to revolt with the ultimate effect being the repudiation of price support on potatoes by the Congress. The story of eggs is quite similar. There was no means of controlling production and as a result the program broke down. The continuation of rigid 90-percent price supports violates the fundamental principle of keeping supplies in line with demand.

Millions of acres have been shifted out of wheat and cotton into the production of barley, grain sorghum, soybeans, and other crops. Thus supply problems, instead of being solved, are being shifted from one group of crops to another, which is grossly unfair. Oftentimes producers of a basic crop maintain that they are willing to restrict production in order to obtain price support at 90 percent of parity. What they mean, in most cases, is that they are willing to divert acres out

of the basic crop and into other uses in order to obtain price support on the basic crop. This does not face up to the problem.

With an acreage-control program, there probably is no way fully to control the shifting of supply problems from one crop to another. That being the case, price support should be kept at moderate levels so as to minimize the problem.

It is no accident that we have the largest amount of feed grain in the history of the country. Such plentiful supplies are bound to to increase the production of livestock products and weaken the market for beef, hogs, and dairy products. Accordingly, it is quite unfair to permit the producers of basic commodities to be eligible for price supports and at the same time shift the acreage out of price-supported crops into other crops.

2. Decrease markets

Rigid support decreases farmers' markets by lowering consumption. This is just exactly the opposite of what farmers need at this time. The most satisfactory solution to the current farm problem is to expand domestic and foreign markets until they balance agricultural production. It is sometimes argued that price has little to do with the consumption of agricultural products. Though we might decrease the price of wheat or cotton, it is said, no more bread or shirts would be purchased than before. There is enough truth to this statement to make it convincing, and enough untruth to make it dangerous. In the case of many agricultural products, such as livestock and dairy products, fruits, and vegetables—by far the most important source of farm income—the statement that price has little to do with guiding production and consumption is completely untrue. It is true, however, that a lower price for wheat would not increase the domestic consumption of bread. But it would permit us to meet export competition and to move more wheat in the form of livestock feed. A lower price for cotton would permit us better to meet the competition of synthetic fibers. It would permit us to regain a part of the world cotton trade which has been lost to foreign countries with respect to whom we have held a price umbrella. The housewife chooses food on the basis of price. The foreign buyer of American export products is price-conscious. The textile trade selects its fibers partly on the basis of price. No more effective weapon can be used to drive customers away from our products than to price these products at levels which are out of line with other products or alternative sources of supply.

The price-support programs of this country have had the effect of making America a residual supplier of most price-supported commodities. Under these conditions subsidies are needed to bridge the price gap between the domestic and export market. To maintain any semblance of the export market for wheat we have had to pay export subsidies as high as 80 cents a bushel. As a matter of fact the average subsidy under the International Wheat Agreement for 1955 was 75 cents a bushel. During the 6 fiscal years from 1950 to 1955, inclusive, subsidies under the International Wheat Agreement and similar subsidies outside the International Wheat Agreement have amounted to over $800 million.

Pricing domestic products at 90 percent of parity draws imports to our shores as a magnet draws metal. These products are attracted

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out of their normal trade patterns, away from the legitimate recipients and to our already overburdened markets.

In order to keep costs down, embargoes, quotas, and import fees are needed. These unavoidable obstructions offend those nations whom we urgently need as friends.

If 90 percent of parity price support is voted, the Congress by that act establishes a restrictive foreign-trade policy for agricultural products. The producers of export crops as well as other farmers will inevitably pay for this error.

3. Retards needed adjustments

It is sometimes argued that since the legislation recommended by the President would permit price supports at 90 percent of parity for basic commodities, the supports might as well be fixed at 90 percent by law.

There is, however, a great difference.

The flexible program serves to keep in the foreground the fact that supplies must be held in line with demand in order for price supports to be at or near 90 percent of parity.

There are numerous unforeseen events which might occur.

The minimum acreage provisions for certain crops might be raised by law.

Acreage allotments and marketing quotas might not be invoked.

Yields might be extremely high.

Export markets might suddenly be diminished.

Domestic outlets might be curtailed.

If supplies pile up as a consequence of such circumstances, it is important that there be an opportunity for lowering the support price to encourage consumption, to reduce the incentive for high production, and to encourage desired shifts in the pattern of production.

Mandatory price support at 90 percent of parity does not permit these needed adjustments.

4. Assists competitors

The efficient wheat-producing farmers that were in business in 1940 have watched with growing concern the shifting of the right to produce wheat from themselves to other farmers here in the United States as well as in foreign countries. The western Kansas wheat farmer along with the wheat farmers in Texas, Oklahoma, Nebraska, South Dakota, North Dakota, and the other great wheat-growing States have seen thousands of acres of additional land in the old Dust Bowl area of southwest Kansas, northwest Texas, northwest Oklahoma, and southeast Colorado returned to wheat in violation of the principles of effective soil conservation. They have also seen the less efficient wheat-farming areas of the country that are better adapted to other types of farming, shift to the production of wheat. For example, they have seen Michigan expand wheat and go out of the production of dry edible beans because the production of wheat for the Government was a more profitable venture. Now that we have such a tremendous surplus supply of wheat, which is destroying market prices and threatening to overwhelm the farm program in a manner similar to the way it destroyed the old Federal Farm Board, serious cuts in production are being called for. The new areas are claiming their right to produce wheat and the efficient producers in the old areas are being cut drastically. For the most part, the efficient

wheat-producing areas can produce wheat better than anything else, yet the support program has built up such surpluses that they are being deprived of their right to produce while other areas which could more efficiently produce alternative crops are staying in the production of wheat due to the high Government incentive prices. The efficient western Kansas wheat farmer along with the efficient wheat-producing farmers in other States also see that the price-support program has encouraged the Canadian, Argentinian, Australian, Turkish, and other wheat farmers of the world to plunge into the production of wheat in competition with him, knowing that the wheat of the United States farmers will be the last to find its way into the world markets. The cotton producer who is looking at the facts is also aware of both domestic and foreign competition which is being aided by the rigid 90-percent price supports. Since 1930 synthetic consumption in the world has increased from the equivalent of 1 million bales of cotton to 13 million bales. Before 1933 America produced more cotton than all the rest of the world. This situation is no longer true today.

In fact, while we have reduced acreage through Government control programs from around 26 million acres to around 17 million acres, the rest of the world has increased the planting of cotton by more than 22 million acres.

Blind adherence to rigid price supports, without regard to the effect upon markets has destroyed the major portion of America's foreign market for cotton.

This market can now only be laboriously recovered by realistically adjusting price supports in order to meet competition in price, quality, and promotion.

5. Lowers net income

With price supports at 90 percent of parity and controls strictly applied, the volume of agricultural production must be sharply curtailed. Net income, not price alone, is the concern of agriculture. Net income is affected by volume and by costs as well as price Restricting output often raises the cost per unit of production, and of course reduces the number of units sold. Thus, while price may be enhanced by the strict controls necessary to obtain 90 percent of parity, it does not necessarily follow that net farm income increases. As a matter of fact the evidence is quite clear that it decreases.

6. Decreases our freedom of choice

Through marketing quotas, farmers are in effect restricted in the use of their agricultural facilities as their best judgment dictates. Drastic restrictions in production also sharply restrict activity in related agricultural industry. Each step we take toward making farmers dependent upon government lessens their independence and takes the entire country one step closer to a type of government that our forefathers tried to avoid when they set up a limited government.

RIGID PRICE SUPPORTS INJURE CONSUMERS

By holding commodities off the market permanently and making them artificially scarce, as contrasted to helping farmers market their products, rigid supports increase the cost of food to consumers. The most striking example is butter. When price supports were lowered

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by the Secretary of Agriculture from 90 to 75 percent of parity, a corresponding price decrease occurred in the market place. As a result consumption of dairy products increased about 7 percent.

While the detailed facts may be hidden from view, many of the farmers' customers "know that something is wrong" and they do not like it. The general public became resentful about the potato and egg programs which resulted in the Government removing price supports on these commodities. The general situation with respect to wheat and other commodities is causing similar resentment. Unconsciously the general public understands that if land, labor, and equipment is being used to produce commodities which are not being sold, that someone is paying for this waste. They suspect that somehow they are being unfairly treated. There isn't any question but what consumers ultimately have to pay for using resources to produce what consumers do not want.

The public generally, as well as the farmers, are aware of the fact that the public debt is straining at the $275 billion limitation and that rigid price supports have helped contribute to this burden. The reality of taxation and the burden of the public debt cannot be explained away to the taxpayer by failing to look at all of the costs. While it is true that the Commodity Credit Corporation has only recorded losses of about $2¾ billion on the program that it calls price support, it is only fair to point out that billions of dollars have been spent for surplus removal programs, acreage allotment and marketing quota programs, none of which would have been carried out except for the problems created by price supports. The Department of Agriculture has submitted facts which make it abundantly clear that rather than the true cost of price support being a billion dollars, that it is many, many times this figure. However, this is not the most important issue. The real question is, Have rigid supports worked? Obviously they have not worked and we are not getting full value for the money spent.

SURPLUS DISPOSAL

The Federal Government has billions of dollars worth of surpluses on hand.

The Government is trying to dispose of its stocks without destroying the market or incur the wrath of friendly foreign nations. This is not easy.

It is trying to dispose of them by—

First, sales for dollars in cash.

Second, sales on credit for dollars.

Third, sales for foreign currencies. (Under this program the foreign currencies are being reloaned to the foreign country at very reasonable rates. In many instances, these currencies are being given to the foreign country for economic development.)

Fourth, exchanges for other commodities (barter).

Fifth, gifts to schools for school lunches.

Sixth, gifts for domestic charitable institutions.

Seventh, gifts to friendly foreign countries.

Eighth, gifts to domestic charitable organizations for gifts to foreign peoples (CARE, etc.).

Despite all of these activities, surpluses are continuing to build up in the hands of the Federal Government at a much greater rate than the rate of disposal. It is correct to say that the Government is finding it extremely difficult to even give away stocks at a faster rate than they are accumulating. Yet some people in the face of such facts say we do not have surpluses.

DUAL PARITY

Section 106 extends into the indefinite future the provision that for basic commodities the effective parity is the old or new parity price whichever is higher. Such a provision was in effect from 1950 through 1955.

Prior to the adoption of the new parity definition which became effective in 1950, parity prices were sharply criticized because they retained the same pattern of price relationships that existed in1910–14. One of the major reasons for adopting the new parity formula was to bring and to keep the pattern of price relationships more nearly up to date.

When the new formula increased parity prices, it went into full effect immediately.

To avoid any sharp decline in the parity prices of individual commodities the law provided that the decline in the parity price of any commodity could not exceed 5 percent of the old parity price in any 1 year. This provision was effective for nonbasic commodities beginning in 1950. The Agricultural Act of 1954 provided for a similar transitional provision to become effective on basic commodities in 1956.

The effect of continuing the use of old or new parity, whichever is higher, for basic commodities is acceptance of the new parity formula when it results in a higher parity price and rejection when it results in a lower parity price. This is more generous treatment for basic commodities than for the nonbasic. Furthermore, it is another effort to maintain a rigid support price for the commodities which are already in the most serious trouble as a result of rigid support prices.

Making the parity price the result of whichever of two alternative calculations gives the higher answer raises serious questions about the whole parity concept. If the new parity formula is an improvement over the old formula, and we think it is, it should be accepted for all commodities. If it is not an improvement it should be rejected for all commodities.

RIGID 90 PERCENT SUPPORTS ARE A FAILURE

The facts are well known to farmers, consumers, taxpayers and the Congress.

Rigid price support amounts to a price ceiling at the support level, misdirects the use of agricultural resources by maintaining an excess output, prohibits the proper flow of commodities into consumption, attracts additional imports of commodities in surplus, prices American products out of the world market, injures the income of farmers, injures consumers, and is therefore against the best interests of the country generally.

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The Senate should reject the proposal for rigid 90 percent price supports for wheat, cotton, corn, and peanuts for 1956 and 1957 as well as reject the proposal for continuing the dual parity standard of requiring old parity for any so-called basic commodity if it is higher than modernized parity.

Those subscribing to the above minority views are as follows:

SPESSARD L. HOLLAND.
CLINTON P. ANDERSON.
GEORGE D. AIKEN.
BOURKE B. HICKENLOOPER.
JOHN J. WILLIAMS.

APPENDIX A

AGRICULTURAL DEVELOPMENTS

(Part IV of Appendix B of the Economic Report of the President, Jan. 24, 1956)

OUTPUT AND STOCKS

Total farm output set a new record in 1955—about 3 percent more than in 1954 and 12 percent more than in 1950. For most major categories of farm commodities, previous records were approached or exceeded (chart 1).

Output of all livestock and livestock products rose by nearly 3 percent during the year, largely as a result of the 4-percent increase over previous high figures for meat animals while production of poultry and dairy products continued at record levels. Sharply increased pork production and unprecedented beef production furnished meat supplies of 161 pounds per capita, the highest since 1908.

Output of all crops in 1955 closely approached the all-time high of 1948, despite instances of severe weather damage in several areas and acreage restrictions on the six "basic" crops. Feed grain output was nearly 6 percent higher than in 1954, and second only to 1948. Hay and forage production rose more than 5 percent and was close to the record set in 1942. Output of oil-bearing crops was 10 percent above the previous record level of 1954. Though planted acreage in cotton was 12 percent less than in the previous year, total output increased by 7 percent because of record-breaking yields. Production of food grains was reduced from that in the previous year by smaller acreage allotments on wheat and rice, but the acreage reduction was partially offset by higher yields.

The 1955 crops were produced on about the same total acreage of cropland used in 1954. The index of crop production per acre reached a new high, 5 percent above 1954 and 1 percent above 1948. The man-hours of labor used for farmwork continued the more or less steady decline that had begun in 1919. The 1955 figure was about the same as in 1954 and 39 percent below the 1918 peak. Output per man-hour continued the rise that has been so pronounced since the beginning of World War II; the index reached 130 percent of the 1947–49 average in 1955, an increase of 16 percent since 1950 and 88 percent since 1940.

These summary figures reflect the rapid changes in our commercial agriculture during the last two decades. Increased use of machinery to replace human labor and horses, increased use of fertilizer, widespread adoption of many new production techniques, and increasing farm size which facilitates adoption of these more efficient methods have all contributed to the rapid rise in output (chart 2).

At the beginning of the crop year stocks of most major farm commodities were unusually high, and the bulk of the carryover of most price-supported commodities was held by the CCC (chart 3). Production in 1955 again exceeded market demand at current prices, and CCC inventories and commitments for loans outstanding reached the record level of $8.2 billion on November 30, 1955. World supplies of many agricultural products are at all-time highs, and surpluses of cotton and wheat are particularly large.

FARM PRICE MOVEMENTS

Average prices received by farmers for all products remained fairly stable in the first half of the year, slightly above the level of the last months of 1954. In mid-1955 the impact of the near-record harvest began to be felt, and the index of prices received by farmers declined in almost every month from June through December. On December 15, 1955, the index of prices received was 7 percent below that of a year earlier (chart 4).

CHART 1

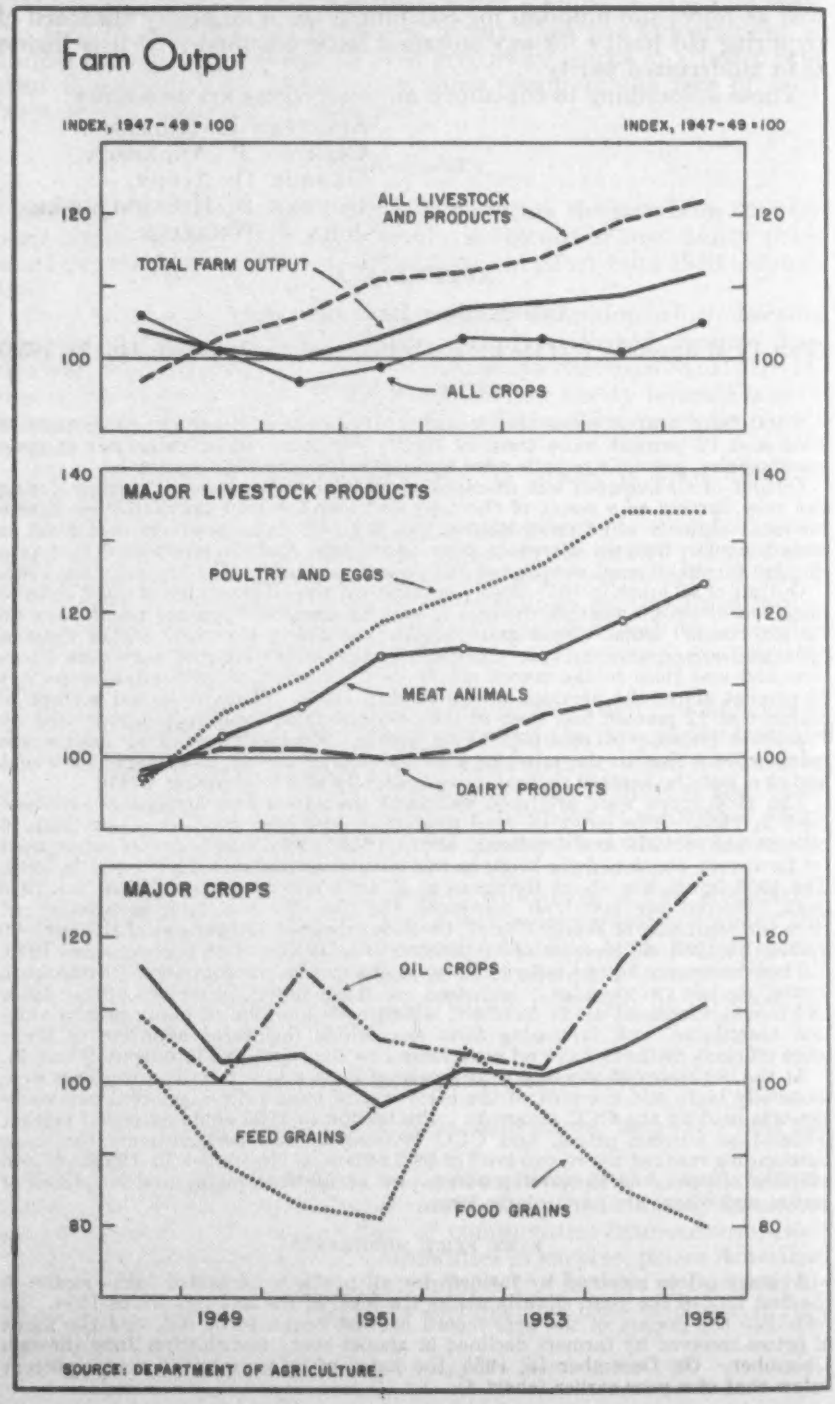

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CHART 2

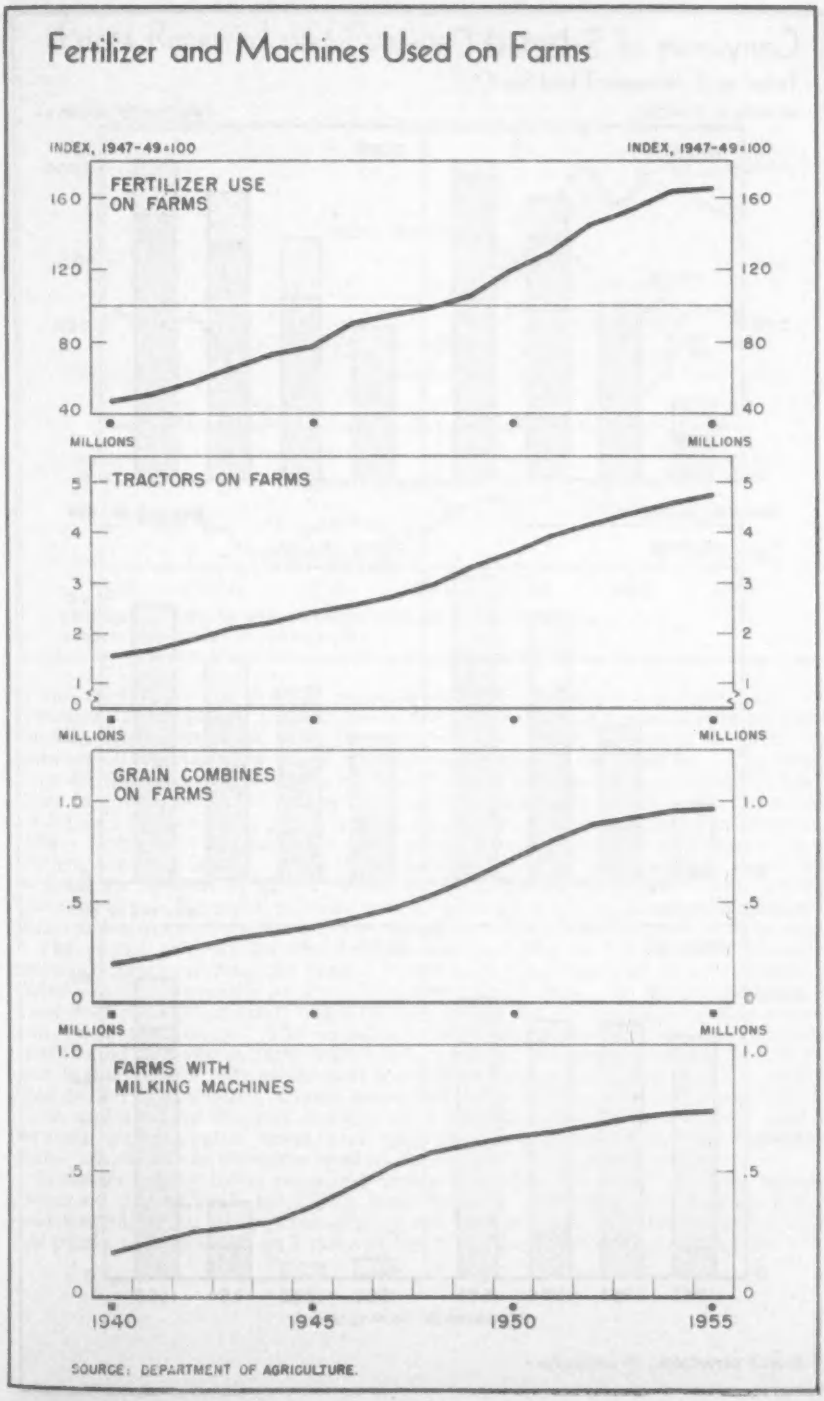
Fertilizer and Machines Used on Farms
INDEX, 1947-49=100
INDEX, 1947-49=100
FERTILIZER USE ON FARMS
160
120
80
40
MILLIONS
MILLIONS
TRACTORS ON FARMS
5
4
3
2
1
0
MILLIONS
MILLIONS
GRAIN COMBINES ON FARMS
1.0
.5
0
MILLIONS
MILLIONS
FARMS WITH MILKING MACHINES
1.0
.5
0
1940
1945
1950
1955
SOURCE: DEPARTMENT OF AGRICULTURE.

CHART 3

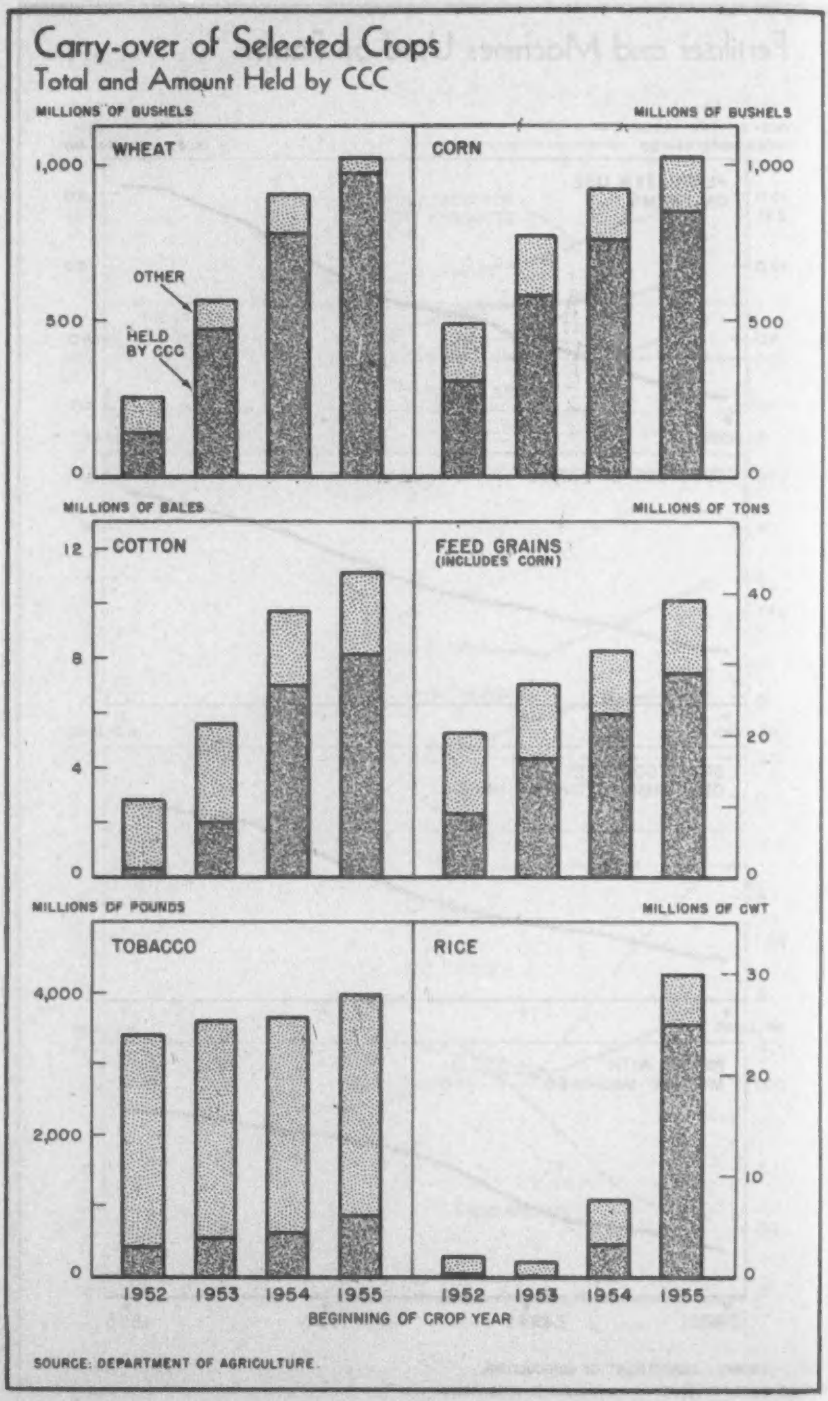

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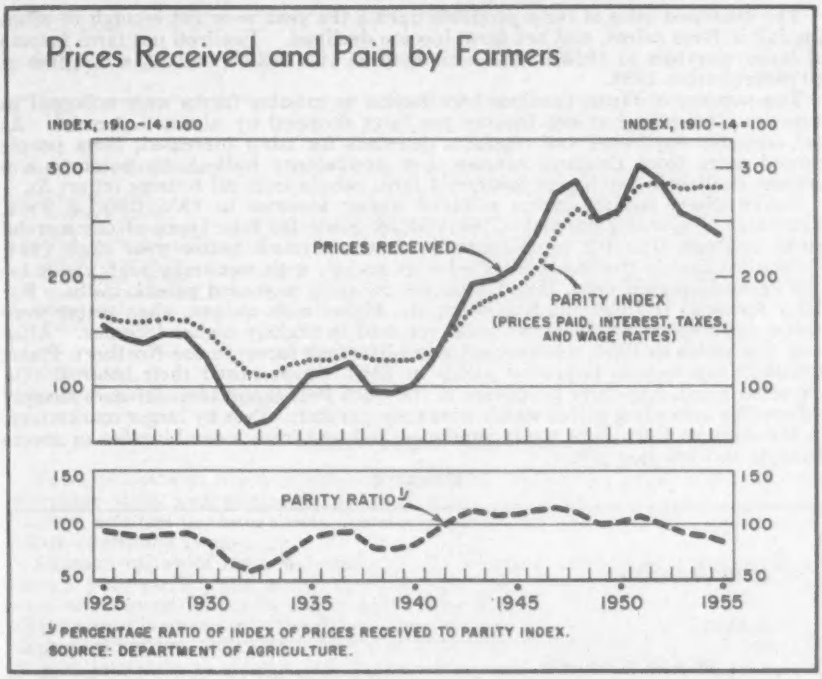
CHART 4



The decline in the average conceals many divergent price movements. The December 1955 index of prices received for poultry and eggs was 32 percent higher than in December 1954, and prices received for dairy products, tobacco, and commercial vegetables were all slightly higher than a year earlier. The largest price declines were in products marked by high current output; and for some of these products, carryover stocks were already abnormally heavy. The December 1955 index of feed grain prices was 16 percent lower than the index in December 1954. Because of the record output, prices of oil-bearing crops decreased by 17 percent between December 15, 1954, and December 15, 1955; and the larger crop of potatoes resulted in sharply lower prices to potato producers. The index of prices received for meat animals was 21 percent lower on December 15 than a year earlier, largely because the average price of hogs had dropped by 38 percent.

The prices paid by farmers for commodities used in family living remained relatively stable during the year. Prices paid for items used in production declined slightly, primarily as a result of lower feed prices. In the last few months these declines were partially offset by increases in the prices paid for motor vehicles and farm machinery. The expansion of nonfarm employment opportunities contributed to a rise in farm wage rates, which at the end of the year were 3 percent higher than a year earlier and more than 5 times the average in the 1910–14 base period. The index of farm real-estate taxes rose by nearly 5 percent during 1955, and that for interest charges by 8 percent. The index of prices paid by farmers, interest rates, taxes, and wage rates are combined to form the parity index, which was at the same level at the end of 1955 as a year earlier.

Since the parity index remained unchanged while the index of prices received decreased during 1955, the parity ratio declined (chart 4). The average for the year was 84, which was 6 percent below the 1954 average. On December 15, 1955, the parity ratio was 80, or 7 percent less than the figure for a year earlier.

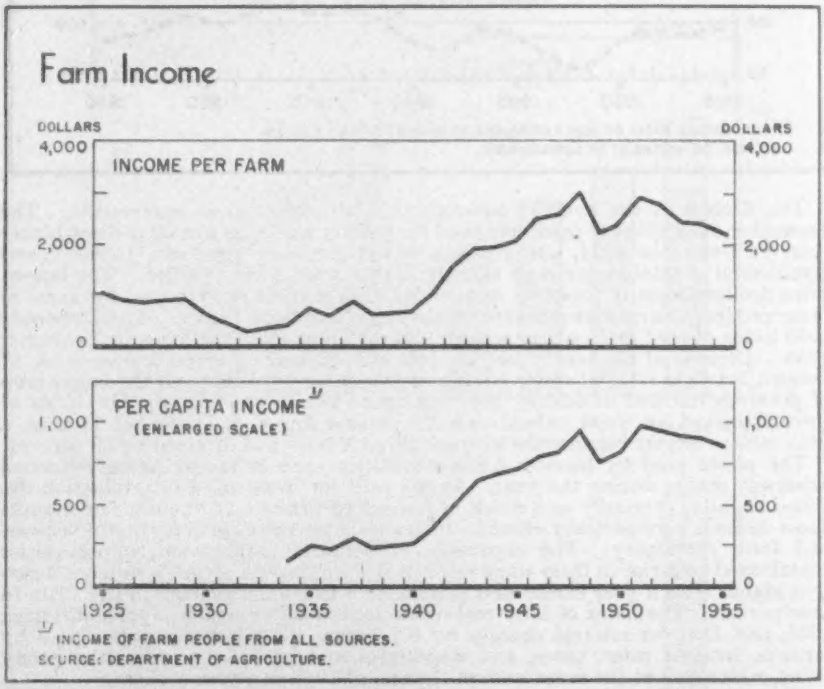
FARM INCOME

The increased sales of farm products during the year were not enough to offset the fall in farm prices, and net farm income declined. Realized net farm income of farm operators in 1955 is now estimated at 10.6 billion dollars, a decrease of 10 percent from 1954.

The number of farms continued to decline as existing farms were enlarged to improve efficiency, but net income per farm dropped by about 9 percent. As the economy expanded and nonfarm demands for labor increased, farm people earned more from nonfarm sources, but preliminary indications point to a 6 percent decline in per capita income of farm people from all sources (chart 5).

Nevertheless, many farmers received higher incomes in 1955 than in 1954. Estimates of the Department of Agriculture made for four types of commercial farms indicate that for some farms 1955 was a much better year than 1954. Cotton farmers in the southern Piedmont region, with unusually high yields for this price-supported crop, found their net incomes increased substantially. For dairy farms in the Central Northeast, the higher milk output when prices were stable and feed costs somewhat lower resulted in slightly higher incomes. After very low yields in 1954, wheat-small grain-livestock farms in the Northern Plains generally experiences improved yields in 1955, which raised their income. On the other hand, hog-dairy producers in the Corn Belt found their incomes sharply reduced by lower hog prices which were only partially offset by larger marketings. In the western Corn Belt many producers suffered from a combination of severe drought and low hog prices.

CHART 5



There were also important regional differences in the changes in farm income in 1955 (table 1). Realized net income in New England, the Middle Atlantic States, and the Pacific States averaged approximately the same as in 1954; in the South Atlantic and East South Central regions, it was higher in 1955 than in 1954; and in the West South Central, the East North Central, the West North Central, and the Mountain regions it declined—the decline in the last 3 regions amounting to 20 percent or more. Variations in weather, yields, and individual commodity prices account for most of these variations between regions. Such variations are not unusual in agriculture, and statistics showing total United States farm income often obscure important regional divergences.

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TABLE 1.—*Realized net income of farm operators, by regions, 1954–55*

Region	1954	1955 [1]	Percentage change, 1954 to 1955 [1]
	Millions of dollars		
United States total	11,814	10,576	−10
New England	200	197	−2
Middle Atlantic	497	497	0
East North Central	2,266	1,770	−22
West North Central	2,795	2,223	−20
South Atlantic	1,604	1,687	+5
East South Central	1,159	1,229	+6
West South Central	1,408	1,264	−10
Mountain	723	565	−22
Pacific	1,162	1,144	−2

[1] Preliminary.

Source: Department of Agriculture.

AGRICULTURAL FINANCES

Farm prices and incomes generally declined during the year, and both farm mortgage debt and nonmortgage debt rose. Yet total farm asset values and owners' equities in these assets increased, chiefly because the value of farm real estate continued to rise.

Average values of farm real estate on November 1, 1955, were 6 percent higher than a year earlier, and above the peak that had been reached in 1952. There were new record values in nearly half of the States. This strength of farm real estate prices is unusual in the light of the trend in farm prices and incomes and of past relationships. The demand for farm real estate arises in part from the desire of farm operators to enlarge existing farms in order to utilize labor and machines more efficiently. Sales to farm operators accounted for an increasing proportion of farm sales in 1955.

Farm real-estate debt increased by an estimated 10 percent during 1955. It was to be expected that, as land prices moved upward and increasing numbers of younger operators entered farming, farm mortgage debt would rise from its very low level at the end of World War II. However, in historical perspective the present ratio of mortgage debt to real-estate value is low (table 2). The rate of farm foreclosures increased slightly during the year ended March 1, 1955; but it was still below that in any year prior to 1944, only one-ninth of the average for 1925–29 and one-fourteenth of the 1930–34 average. Preliminary indications suggest little change in this rate in 1955.

TABLE 2.—*Value of farm real estate and real estate debt, 1920–55*

End of year [1]	Value of farm real estate [2]	Real estate debt	Real estate debt as percent of value	Foreclosure rate per 1,000 farms
	Billions of dollars			
1920	61.5	10.2	16.6	3.2
1921	54.0	10.7	19.8	4.0
1922	52.7	10.8	20.5	6.6
1923	50.5	10.7	21.2	11.7
1924	49.5	9.9	20.0	14.6
1925	48.7	9.7	19.9	16.7
1926	47.7	9.7	20.2	17.4
1927	47.6	9.8	20.5	18.2
1928	48.0	9.8	20.3	17.6
1929	47.9	9.6	20.1	14.8
1930	43.6	9.4	21.6	15.7
1931	37.1	9.1	24.5	18.7
1932	30.6	8.5	27.7	28.4
1933	31.9	7.7	24.1	38.8
1934	33.1	7.6	22.9	28.0
1935	34.0	7.4	21.8	21.0
1936	35.1	7.2	20.4	20.3
1937	35.0	7.0	19.9	18.1
1938	34.0	6.8	19.9	14.3
1939	33.6	6.6	19.6	13.5
1940	34.6	6.5	18.8	12.6
1941	37.9	6.4	16.8	10.5
1942	42.1	6.0	14.1	6.2
1943	48.8	5.4	11.1	4.4
1944	54.8	4.9	9.0	3.1
1945	61.8	4.8	7.7	1.9
1946	69.6	4.9	7.0	1.5
1947	73.9	5.1	6.9	1.1
1948	76.8	5.3	6.9	1.0
1949	75.3	5.6	7.4	1.2
1950	85.8	6.1	7.1	1.4
1951	93.7	6.6	7.0	1.5
1952	92.7	7.2	7.7	1.5
1953	89.1	7.7	8.6	1.2
1954	91.4	8.2	8.9	1.7
1955 [3]	97.0	9.0	9.3	1.9

[1] Foreclosures are for year ended Mar. 1.
[2] Figures for 1950–55 will be revised upward in line with the 1954 Census of Agriculture.
[3] Preliminary.

Source: Department of Agriculture.

Farmers' financial assets changed very little during the year, Non-real-estate debt rose about 8 percent, but the rise in real-estate values was more than enough to offset total debt increases. Owners' equities rose about 3 percent.

Source: Economic Report of the President, January 1956.

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INDIVIDUAL VIEWS OF SENATOR SCHOEPPEL

I concur very generally with this minority report, but I have some reservations with respect to that part of the report which pertains to dual parity.

ANDREW F. SCHOEPPEL,
United States Senator.

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INDIVIDUAL VIEWS OF SENATOR HICKENLOOPER

While I subscribe to the views expressed in the minority report, I feel it necessary to submit these additional views so that my position may be clearly understood.

CORN

Title II, setting forth the provisions of the Soil Bank Act, is entirely unsatisfactory as far as corn farmers are concerned. As matters stand now, the soil bank will fail in its primary purpose of balancing supply with demand unless it is amended to take into account the vast resources of the Midwestern Corn Belt. By far the most productive food area in the country is located in the area known as the Corn Belt, which includes Iowa and parts of Illinois, Indiana, Kansas, Michigan, Minnesota, Missouri, Nebraska, Ohio, South Dakota, and Wisconsin.

From 1953 to 1955 approximately 17 million acres of land have been taken out of wheat and cotton and shifted into the production of other crops, mainly, oats, barley, and grain sorghums. The United States Department of Agriculture estimates that, in terms of feeding value equivalent to corn, the production in 1954 and 1955 on these diverted acres of oats, barley, and grain sorghums amounts to over 800 million bushels. Livestock producers mainly outside the commercial corn area have been using oats, barley, and grain sorghums in place of corn as feed. Thus corn stocks have skyrocketed to the highest point in history. The formula in the production-adjustment laws for determining the acreage of corn has forced allotments down from approximately 57 million planted acres to approximately 50 million in 1955, and now for 1956 down to only approximately 43 million acres. Congress has permitted wheat and cotton growers to obtain the benefits of price support and still at the same time shift their problems to the regular feed grain producers. Not only has this been unfair to producers in the Corn Belt but it has also been unfair to the traditional producers of oats, barley, and grain sorghums. Regular corn farmers have contributed very little to the problem, since most of them have disregarded price supports and continued to plant what was economically sound on their own farms and have taken their chances on what the free market would pay them for their corn. As a matter of fact, about 60 percent of the corn produced last year throughout the entire Corn Belt was produced without regard to price support. There has not been an increase in acreage of corn in the traditional Corn Belt area.

Now, the soil bank program in the bill is drafted in such a manner as to say that corn farmers must cut from approximately 57 million acres of corn to approximately 43 million acres before they can even come into compliance and be eligible to begin to participate in earning payments under the Soil Bank Act. Of course, corn farmers would repudiate such a program by not participating in it. The net effect would be to freeze out over 50 percent of the productivity of the

farms of America from participating in the soil bank. This is the area of the country where the soil-bank plan originated. It is the area of the country that can contribute the most to balancing supply with demand.

Since corn farmers are generally not relying on price support there should not be a requirement that acreage allotments for corn be continued. In order to make the soil bank effective in the Midwest, corn allotments should be suspended for 1956 and corn farmers required to put a percentage of soil-depleted land equal to say 10 or 15 percent of the acreage planted to price-supported crops in 1956 in the bank as a condition of eligibility for price support. This would be in lieu of the present requirement that they comply with acreage allotments to qualify for price support. The Secretary of Agriculture has already announced for 1956, in accordance with the law, a price support level of 81 percent of parity. This approach would make it possible for commercial area corn farmers to participate in the soil-bank program on a widespread basis. Consequently it would do far more to bring about a reduction in our present excessive supply of feed grains than would a continuation of corn allotments. Corn producers putting land in the soil bank for a single year to qualify for price support should receive no additional compensations beyond agricultural conservation practice payments for practices actually performed. Producers agreeing to leave land in the soil bank for 3 years or more should be eligible for annual payments in cash or in kind comparable to those made on other land placed in the acreage reserve. In addition, corn farmers should be allowed to participate in the conservation reserve once they meet the requirements of eligibility for price support.

I further propose that the commercial area corn producers be allowed to vote in a referendum to be conducted late this fall on the question of whether or not they desire to return to the present program of acreage allotments and mandatory price supports at 75 to 90 percent of parity or whether, on the basis of this year's experience, they desire to go forward with a program of no acreage allotments with the right to qualify for price support by participating in the soil-bank program and with the level of price support to be determined on the basis of preventing undue fluctuations in corn prices without encouraging uneconomic production.

The following table gives a detailed picture of acreage planted in the commercial area which is subject to quotas and the noncommercial area as well as allotments, yield, production, and other data.

Corn: Acreage, yield, production, and allotment statistics, 1953–56

	1953	1954	1955	1956
Commercial area (number of counties)		834	805	840
Allotment	None	46,996	49,843	43,281
Planted acres:				
Commercial area	[1] (56,342)	56,861	56,047	
Noncommercial area	[1] (25,388)	25,548	25,530	
Total	81,730	82,409	81,577	
Yield:				
Commercial area	[1] (45.7)	43.7	43.7	
Noncommercial area	[1] (24.3)	20.5	28.8	
United States	39.1	36.5	39.0	
Production:				
Commercial area	[1] (2,575)	2,487	2,449	
Noncommercial area	[1] (617)	523	736	
Total	3,192	3,010	3,185	

[1] Basis 1955 commercial area.

BOURKE B. HICKENLOOPER.

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INDIVIDUAL VIEWS OF SENATOR EASTLAND

I am for a program under which farmers will get the highest possible price for what they produce, the highest possible net income, and which will afford them a high degree of prosperity. This means there must be a price which will move farm products into consumption and which will permit an acreage great enough to assure a sound and prosperous agricultural economy.

However, price alone does not constitute a farm program. As a result of our pricing policy and because we have had no export program an umbrella has been held over the production of synthetic fibers and has caused a very great expansion in foreign cotton production. We have attempted to meet this situation by acreage reduction in the United States. In fact, the American cotton farmer has been the only farmer who has reduced his acreage. This system will not work and the acreage reductions which have been imposed as a consequence, with the additional acreage reductions which are sure to follow in the future will destroy the American cotton-growing industry. In fact, the parity income of the American cotton farmer is pitifully low.

American cotton must be placed in a better competitive position with rayon and other synthetic fibers. In addition, the American cotton farmer needs the help of the Government in liquidating the huge surplus of cotton and in recapturing foreign markets. We must, in the future, guard against a system which is certain to make cotton so noncompetitive that we will again lose our markets and cause a return to the present conditions which confront us. There is no substitute for markets. In fact, the prosperity of the American cotton industry depends upon sound markets. This is what we must strive to accomplish.

In my judgment, with an export program, the small farmer minimum acreage amendment, and the soil-bank provisions of the bill, the American cotton farmer will be better off than with the provision which will reinstate 90 percent support prices in the next 2 years. In fact, these provisions will liquidate the surplus and will, in time, bring relief to the American cotton farmer.

JAMES O. EASTLAND.

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Calendar No. 1509

84TH CONGRESS, 2d Session } SENATE { REPORT No. 1485

EXTENDING GREETINGS TO THE SUDAN

FEBRUARY 16, 1956.—Ordered to be printed

Mr. SMITH of New Jersey, from the Committee on Foreign Relations, submitted the following

REPORT

[To accompany S. Con. Res. 70]

The Committee on Foreign Relations, having had under consideration the joint resolution (S. J. Res. 128) to extend greetings to the Sudan, reports an original resolution, Senate Concurrent Resolution 70, to the Senate and recommends that it do pass.

PURPOSE OF THE RESOLUTION

It is the purpose of the resolution to express the greetings of Congress to the people of the Sudan, who have recently won their independence, and to demonstrate approval, encouragement, and support for the new State in undertaking the responsibilities of self-government.

BACKGROUND

On January 1 of this year, Egypt and Great Britain, the former rulers of the Sudan which had been governed by them under a condominium since 1898, relinquished the last vestige of their control over the country and recognized its independence. This independence was achieved in a peaceful manner, after long, but friendly, negotiations with the condominium powers.

A message of congratulations was transmitted on January 1 by the President to the new nation, which was recognized by our Government as an independent state on that date.

COMMITTEE ACTION

Senate Joint Resolution 128 was introduced in the Senate on January 27, 1956, by Senator Smith of New Jersey, for himself and Senators George, Green, and Wiley, and referred to the Committee on Foreign Relations. On February 7, 1956, the committee voted, without objection, to report the resolution to the Senate in the form

of a concurrent, rather than a joint, resolution. The change in form was deemed necessary inasmuch as the resolution is intended to express the sentiment of Congress without requiring any action by the executive branch, whose views on the matter had already been communicated to the Sudanese Government.

SUBSTANCE OF THE RESOLUTION

The preamble to the resolution declares it to be the policy of the United States to encourage the orderly evolution of people and nations toward self-government and to support them in the free choice of their national destiny under circumstances enabling them to maintain a status of equality among other free nations. After taking note of the adoption by the Sudan Senate and House of Representatives of a transitional constitution, as well as the achievement of independence on January 1, 1956, the resolution extends cordial greetings from Congress to the Parliament of Sudan, expressing hope that the new nation will enjoy success in the development of a sovereign, democratic republic, and reaffirms the friendship of the United States for the people of the Sudan.

CONCLUSION

Because the United States has always been sympathetic to the aspirations of other peoples who are striving for freedom and self-government, the Committee on Foreign Relations considers it a most appropriate and welcome opportunity at this time to salute the people of the Sudan on their entrance into the family of nations. It is fitting that we should in this way manifest our support and encouragement for the new state whose application for admission to the United Nations has already been approved by the Security Council. The committee therefore strongly urges prompt approval of the resolution by the Senate.

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Calendar No. 1505

84TH CONGRESS, 2d Session | SENATE | REPORT No. 1486

SENATE COMMITTEE ON ARMED SERVICES

FEBRUARY 16, 1956.—Ordered to be printed

Mr. GREEN, from the Committee on Rules and Administration, submitted the following

REPORT

[To accompany S. Res. 215]

The Committee on Rules and Administration, to whom was referred the resolution (S. Res. 215) to investigate matters pertaining to the common defense generally and certain specific matters, having considered the same, report favorably thereon with an amendment and recommend that the resolution, as amended, be adopted by the Senate.

The amendment of the Committee on Rules and Administration would insert the word "prior" before the word "consent." The effect of this amendment would be to require advance approval from a department or agency and of the Committee on Rules and Administration before the Committee on Armed Services can utilize the reimbursable services of any agency personnel under this resolution.

A letter from the chairman of the Committee on Armed Services, Senator Richard B. Russell, to the chairman of the Committee on Rules and Administration, Senator Theodore Francis Green, detailing the purposes behind the resolution, and attaching a budget and financial report, is as follows:

FEBRUARY 16, 1956.

Hon. THEODORE FRANCIS GREEN,
Chairman, Committee on Rules and Administration,
United States Senate, Washington, D. C.

DEAR SENATOR GREEN: I would appreciate it if you would give immediate consideration to the approval of an original Senate resolution adopted by the Committee on Armed Services. This resolution would provide spending authority for the committee, or a duly authorized subcommittee, from March, 1, 1956, through January 31, 1957. The amount requested by the committee is at the same monthly rate as was authorized for the past year, and authorizes a total of $176,000. Attached is a copy of the Senate resolution and proposed budget, as adopted by the committee.

These funds are being requested for the continued operation of the Preparedness Investigating Subcommittee, which, as you know, performs the watchdog functions in maintaining general surveillance over all defense matters for this committee. Circumstances have prevented earlier action by the full committee

upon this matter and in view of the announcement that all committee fund resolutions are to be acted upon Thursday or Friday of this week, I feel it extremely desirable that this resolution be considered by the Senate at the same time.

Senate Resolution 72, of the 1st session of the 84th Congress, provided a total of $160,000 for a 10-month period for the Preparedness Investigating Subcommittee. Of this amount, it is anticipated that approximately $81,500 will remain unexpended on February 29, 1956.

Sincerely,

(Signed) RICHARD B. RUSSELL.

Budget—Preparedness Investigating Subcommittee, Committee on Armed Services
Mar. 1, 1956, through Jan. 31, 1957

	Number	Basic annual salary	Gross annual salary	Gross monthly salary	Gross total for period
Staff:					
Legal and investigative:					
Chief counsel	1	$8,000	$13,617	$1,134.80	$12,482.25
Assistant chief counsel	1	6,420	11,209	939.12	10,329.92
Assistant counsel	1	5,640	10,110	842.51	9,267.50
Attorney	1	4,980	9,096	758.01	8,238.00
Accountant	1	5,160	9,390	782.54	8,607.50
Investigators	8	4,320	7,995	666.28	58,630.00
Administrative and clerical:					
Chief clerk	1	2,820	5,426	452.19	4,971.34
Assistant chief clerk	1	1,980	3,987	332.30	3,654.75
Stenographers	2	1,920	3,884	323.74	7,130.67
Do	2	1,800	3,679	306.71	6,744.84
Subtotal, staff expense	19				130,046.77
Administrative:					
Reimbursable payments to agencies					9,156.67
Travel (inclusive of field investigations)					16,500.00
Hearings (inclusive of reporters' fees)					1,833.34
Witness fees, expenses					4,583.34
Stationery, office supplies					2,290.67
Communications (telephone and telegraph)					3,300.00
Contingent fund					8,279.21
Subtotal, administrative expense					45,953.23
Total					176,000.00

Funds requested, Senate Resolution 115, $176,000.

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